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ABSTRACT

In the 1992 amendments to the Juvenile Justice and Delinquency Prevention Act, Congress established incentive grants for local delinquency prevention programs, know as the Community Prevention Grants Program. This report is the third annual report on this program, which provides the framework, tools, and funding for communities to help divert at-risk youth from crime toward positive growth and development. The 1996 report begins with a review of current trends in juvenile justice and the role the Community Prevention Grants Program plays in the prevention and control of juvenile problem behaviors. The need for a balanced juvenile crime reduction strategy is described, and an overview of the grants program is given. The next chapter describes local implementation of the program, some early outcomes, and planned efforts for more intense evaluation of the program. Examples of successful local programs, most of which function in urban areas, are provided. The third chapter discusses how state and local governments have supported implementation of the community programs. The final chapter reviews the need for prevention programs and the characteristics of successful programs. An appendix summarizes risk factors for unhealthy adolescent behavior. (Contains 6 exhibits and 80 references.) (SLD)

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ED 411 367

1996 Report to Congress

Title V Incentive Grants for Local Delinquency Prevention Programs

Juvenile Justice and Delinquency Prevention Act of 1974, as Amended in 1992 (PL 93-415; 42 U.S.C. 5601 *ET SEQ.*)

Program Report

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1996 Report to Congress

Title V Incentive Grants for Local Delinquency Prevention Programs

Juvenile Justice and Delinquency Prevention Act of 1974, as Amended in 1992 (PL 93-415; 42 U.S.C. 5601 *ET SEQ.*)

Program Report

Shay Bilchik, Administrator
Office of Juvenile Justice and Delinquency Prevention

The Office of Juvenile Justice and Delinquency Prevention is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, and the Office for Victims of Crime.

Foreword

Pursuant to Section 504(4) of Title V of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, as amended (42 U.S.C. 5601 *et seq.*), it is my pleasure to present to you this third annual *Report to Congress*. In the 1992 amendments to the JJDP Act, Congress established *Title V—Incentive Grants for Local Delinquency Prevention Programs*, referred to as the Community Prevention Grants Program. The bottom line goal of this program is to *prevent* the Nation's young people from becoming involved in the juvenile justice system. Since 1994, this watershed delinquency prevention program has provided the framework, tools, and funding for communities to assess their needs, mobilize their resources, and tackle their local problems to help divert at-risk youth from the path of crime to one of positive growth and development.

In 1996, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) distributed another $20 million to the States to support the Community Prevention Grants programs at the local level. This brings the total to more than $50 million over the past three years that has been distributed on a formula basis to 49 States, five Territories, and the District of Columbia to award to units of general local government for delinquency prevention activities. OJJDP also has continued to provide training in how to plan and implement effective, community-specific, risk- and protection-focused prevention strategies. This training, combined with stimulus funding from the Title V appropriations, has helped States and communities move beyond traditional program-driven approaches to outcome-driven strategies to reduce juvenile crime, delinquency, and other adolescent problem behaviors.

Our optimism and message about this program remain consistent: delinquency prevention *will work* in the long run, but real change will take time. This program is not a quick fix approach to solving "youth problems." This program says to communities, "We know you're in it for the long haul, and here's a sound way to think about prevention, as well as some help to get going." With the Community Prevention Grants Program, we have already made significant progress toward the establishment of a comprehensive, nationwide approach to delinquency prevention—one that puts control of resources and decisions at the local level. As we complete the third Program year, our optimism has proved well-founded. Nearly 400 communities across the Nation have embraced the rigorous community assessment and delinquency planning process and received prevention grants. Most importantly, many already are beginning to see early and encouraging results from their efforts.

In this third Report to Congress on Title V, we hope to convey the momentum and progress that participating communities are beginning to achieve, and how the Community Prevention Grants Program is changing the way they do business. As you will see, their interest in and commitment to solving their problems show true promise of creating environments that foster strong families and help children grow up to be healthy, law-abiding, and contributing members of society.

Shay Bilchik
Administrator

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Introduction

Title V of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended in 1992 (PL 93-415; 42 U.S.C. 5601 *et seq.*), established a new delinquency prevention program—*Community Prevention Grants Program*—to assist and encourage communities to focus on preventing juveniles from entering the juvenile justice system. This is the third annual report fulfilling the requirements of Section 504(4) of Title V, which states that the Administrator of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) shall submit a report to the Committee on Education and the Workforce, in the U.S. House of Representatives and the Committee on the Judiciary in the U.S. Senate:

- Describing activities and accomplishments of grant activities funded under this title.
- Describing procedures followed to disseminate grant activity products and research findings.
- Describing activities conducted to develop policy and to coordinate Federal agency and interagency efforts related to delinquency prevention.
- Identifying successful approaches and making recommendations for future activities conducted under the title.

The *1996 Report to Congress* begins with a review of current trends in juvenile justice and the role the Community Prevention Grants Program plays in the prevention and control of juvenile problem behaviors. The second chapter describes the implementation process and highlights real-life local success stories. In the third chapter, the contribution of State and Federal support to local delinquency prevention efforts is discussed. Finally, the last chapter offers recommendations on future investment in prevention.

I. A National Strategy for Community-Based Juvenile Delinquency Prevention

Juvenile arrests for violent crimes increased by 51 percent between 1988 and 1994 (Snyder, Sickmund, & Poe-Yamagata, 1996). Although juvenile arrests for violent crime decreased in 1995 for the first time in nearly a decade, the number of arrests still remains above the mid-1980s level (Snyder, 1997). In addition, some juvenile justice researchers have projected a doubling in juvenile arrests for violent crime by the year 2010 based on juvenile demographic trends (Snyder & Sickmund, 1995). Over the past few years, juvenile crimes have made television and newspaper headlines nationwide, fueling public perceptions of a juvenile crime "epidemic" and prompting public outcries for swift, decisive action to stop it. Policymakers, practitioners, and scholars have called for a juvenile justice system that is tougher on that small percentage of hardened, violent, youthful offenders who are responsible for a large majority of juvenile crime.[1]

In response, Federal, State, and local governments have moved to control juvenile crime and violence and protect the public through increased accountability of juvenile offenders. Since 1992, nearly all States have adopted or modified laws to make it easier to prosecute serious, violent, and chronic juvenile offenders in the adult criminal justice system. For example, these new laws lower the age at which a juvenile can be transferred to adult court, expand the list of crimes for which juveniles can be transferred, and change the process for conducting transfer hearings (Parent, Dunworth, McDonald, & Rhodes, 1997; Torbet, Gable, Hurst, Montgomery, Szymanski, & Thomas, 1996).

At the same time, there is growing recognition of the importance of adopting an *integrated* approach to dealing with juvenile crime—one that includes *both* accountability-based sanctions and comprehensive prevention programs. Through new State policies and juvenile code reforms, States are also promoting a continuum of prevention programs and control-oriented graduated sanctions that correspond to the treatment needs, severity of offense, and offense history (National Criminal Justice Association, 1997). These efforts are designed to facilitate immediate and appropriate community-based responses to juvenile problem behaviors and juvenile crime.

Research suggests that such an integrated approach holds the greatest promise for reducing juvenile crime and delinquency (National Criminal Justice Association, 1997; Parent, Dunworth, McDonald, & Rhodes, 1997). A recent study of crime reduction strategies in California, for example, suggests that if existing strategies to control crime through increased incarceration were coupled with comprehensive prevention programs, the level of crime reduction achieved would roughly double (Greenwood, Model, Rydell, & Chiesa, 1996).

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[1] According to Federal Bureau of Investigation data, 6 percent of all juveniles (i.e., youth ages 10 to 17) were arrested in 1994. Of those, 7 percent were arrested for a violent offense. Thus, less than one-half of 1 percent of all juveniles in the U.S. were arrested for a violent offense in 1994 (Snyder, Sickmund, & Poe-Yamagata, 1996). Data for 1995 indicate the same low, overall arrest rate of less than one-half of 1 percent of all juveniles 10 to 17 (Snyder, 1997).

More and more States are moving to develop legislation and adopt approaches that incorporate a range of prevention and control components. To help State-level policymakers and local practitioners design and implement effective strategies and programs, OJJDP developed its *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* (Wilson & Howell, 1993), which provides a research-based framework for combating juvenile crime by targeting prevention efforts on youth who are at risk of crime and delinquency and by responding to youth who become involved in serious, violent, and chronic offenses with a system of graduated sanctions and treatment alternatives. Together, prevention programs and graduated sanctions provide a "continuum of care" that both prevents and interrupts the progression of delinquent and criminal careers.

The *Comprehensive Strategy* promotes a systematic approach to crime reduction that draws on the basic principles of the public health model. According to this model, we first must identify the root causes of juvenile crime and then develop comprehensive strategies to prevent it from occurring in the first place. If offenses still occur, we must also have a full range of sanctions programs to defuse and control the conduct at the earliest opportunity. By coming at the problem of juvenile crime from both the front and back ends—i.e., prevention and control—we can achieve the greatest success in enhancing positive youth development and reducing juvenile crime.

Fortunately, research on the root causes and correlates of juvenile delinquency and crime is paying off. We now know, for example, that children who are sexually or physically abused or neglected are predisposed to substance abuse, teenage pregnancy, and/or violent criminal behavior in later years (Smith, 1996; Smith & Thornberry, 1995; Widom, 1995). We also know that association with delinquent peers is a major predictor of delinquent behavior. Moreover, studies on the effectiveness of various prevention, intervention, and sanction strategies have provided valuable information that can help guide our program planning and implementation efforts. We know, for example, that parent training programs decrease rates of juvenile crime and delinquency in participating populations (Greenwood et al., 1996). We have learned that the after-care components of boot camps for juvenile offenders are critical to the potential success of this particular sanction strategy (Peters, Thomas, & Zamberlan, in press; Bourque, Cronin, Pearson, Felker, Han, & Hill, 1996).

The *Comprehensive Strategy* synthesizes our growing understanding of the causes of juvenile crime and best juvenile justice practices for responding to them to guide the development of effective prevention programs. The Title V Community Prevention Grants Program supports the "front-end" of the *Comprehensive Strategy's* continuum of care by providing communities with the resources needed to identify and respond to the root causes of their local juvenile delinquency problems through comprehensive, collaborative prevention planning. With Program funding, training, technical assistance to develop local plans, and seed funding to implement plans over a three-year period, communities are empowered to develop and implement prevention programs that best suit their unique needs and circumstances.

In the following sections we describe the key, underlying principles of the Community Prevention Grants Program, risk- and protection-focused prevention, and the overall Program structure.

1. Key Principles of the Community Prevention Grants Program

A major impetus behind the development of the Title V Community Prevention Grants Program was the National Association of Counties' (NACO) concern that counties had been caught in a cycle of paying the expensive "back-end" costs of the juvenile justice system—enforcement and treatment. Without an alternate source of Federal funds for more cost-effective "front-end" prevention strategies, cities and counties would continue to pay the price for sanctions that may have been avoidable. In 1992, NACO testified before the Subcommittee on Juvenile Justice of the Senate Committee on the Judiciary, recommending strategies to help communities develop not only a more balanced response to juvenile crime but also one tailored to their specific local needs. NACO recommended the creation of a Federal grants program to fund collaborative, community-based prevention planning efforts.

"The Community Prevention Grants Program, along with the State allocation, has given communities the tools to mobilize and therefore given the communities a voice."
—A Juvenile Justice Specialist in Iowa

In the 1992 reauthorization of the Juvenile Justice and Delinquency Prevention Act of 1974, as Amended (JJDP Act), Congress established *Title V—Incentive Grants for Local Delinquency Prevention Programs*. This Community Prevention Grants Program integrates six underlying principles:

- **Community control and decision making**—As a grass roots initiative, the Community Prevention Grants Program enables local jurisdictions to assess their own delinquency prevention needs and resources and then plan, develop, and implement delinquency prevention initiatives that best meet these needs. As a result, the Program recognizes and assists the community in developing local prevention efforts.

- **Research foundation for planning**—The Program promotes a rational framework for responding to adolescent problem behaviors that has been verified by years of research on risk- and protection-focused prevention (Hawkins, Catalano, & Miller, 1992). Through systematic risk assessments and ongoing data collection activities, communities can identify and track the factors that contribute to juvenile delinquency and crime (i.e., risk factors). With empirical data on these risk factors, communities can identify and prioritize areas of risk that warrant attention and prevention resources *and* track the outcomes of their prevention efforts.

- **Comprehensive and interdisciplinary approach**—Recognizing that a broad-based approach dramatically increases the efficacy of prevention efforts and reduces duplication of services, the Program requires the formation or use of an existing multidisciplinary community planning board, known as the Prevention Policy Board. The board should include representatives from law enforcement, juvenile justice, education, recreation, social services, private industry, health and mental health agencies, churches, civic organizations, and other community agencies that serve youth and families. This approach encourages the commitment and participation of the entire community in developing and implementing a prevention strategy. It also fosters the coordination needed to deliver a comprehensive system of programs and services that meets the needs of each community's children, youth, and families.

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- **Leverage of resources and systems**—While some subgrant awards to local communities are relatively small, this seed money can provide both a financial base and the incentives necessary for local jurisdictions to secure additional resources and implement sustainable prevention systems in their communities. Program risk and resource assessments, supported by community data, lend validity to community requests for local and State funding and enable communities to use more effectively the prevention funds they secure.

- **Evaluation to monitor program success**—At the local level, requisite program evaluation activities enable local participants to assess progress, refine their programs, and optimize effectiveness over time. Evaluation components also help community members assess program outcomes and monitor long-term changes in the prevalence of risk factors and adolescent problem behaviors in the community. In addition, evaluation of the Program at the national level will help OJJDP analyze program results across communities, assess the impact of Federal program dollars, and gather and disseminate information on what does and does not work in delinquency prevention.

- **Long-term perspective**—Perhaps most importantly, this Program does not propose quick-fix solutions to complicated juvenile problems, but rather has adopted a long-term perspective that fosters positive, *sustained* community change. Short-term efforts must be combined with long-term investments to reduce risks and enhance those factors that protect youth against risks in order to create healthier and safer neighborhoods over the long run.

The Community Prevention Grants Program combines these fundamental principles into an innovative strategic approach to reducing juvenile delinquency. Furthermore, this Program provides a sound framework for their practical application.

2. A Risk- and Protection-Focused Approach to Prevention

The Community Prevention Grants Program's approach to prevention differs from other traditional prevention strategies because it includes a systematic assessment and planning process that, ideally, involves every segment of the community *and* builds on what is known to be effective in delinquency prevention: a risk- and protection-focused approach to prevention.

Risk- and protection-focused prevention maintains that in order to prevent a problem from occurring, the factors that contribute to the development of that problem must first be identified. Prevention programs then must be developed to *reduce* those factors that increase risks for the problem area (i.e., risk factors) and *enhance* those factors that protect against risk (i.e., protective factors). Prevention efforts that reduce those risk factors that contribute to problem behaviors, or employ protective factors to buffer children against their influence, maximize the chances of reducing juvenile delinquency and other related problems. This premise forms the cornerstone of the delinquency prevention model based on risk and protective factors.

Persuasive evidence exists that a risk-reduction and protective factor-enhancement approach to preventing unhealthy behaviors is effective.

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For example, comprehensive, community-wide programs to reduce risks and enhance protective

factors for heart and lung disease have succeeded in persuading people to change their behavior in areas such as diet, exercise, and smoking (Elder, Molgaard, & Gresham, 1988; Jacobs et al., 1986; Murray, Davis-Hearn, Goldman, Pirie, & Luepker, 1988; Vartiainen, Pallonen, McAlister, & Puska, 1990). Research indicates that similar strategies undertaken by communities to prevent delinquency hold great potential for success when they focus on reducing known risks for crime and delinquency and enhancing protective factors in several areas of a youth's life (Hawkins & Catalano, 1992).

This risk- and protection-focused approach has been incorporated into juvenile delinquency prevention as researchers have increased their understanding of the causes and precursors of juvenile delinquency and documented the factors that contribute to the development of adolescent problem behaviors (Tolan & Guerra, 1994; Yoshikawa, 1994; American Psychological Association, 1993; Reiss & Roth, 1993; Dryfoos, 1990; Kandel, Simcha-Fagan, & Davies, 1986; Hawkins, Catalano, & Miller, 1992).

Risk factors for delinquent behavior and youth violence include a number of conditions, attitudes, or behaviors that increase the likelihood that a child will develop delinquent behaviors in adolescence, leading to crime and arrest. Risk factors exist in several domains, including the community, school, family, and peer group, as well as within the individual. Examples of risk factors include the availability of drugs in the community, extreme economic and social deprivation, family conflict, favorable parental and peer attitudes toward problem behaviors, academic failure, lack of commitment to school, and alienation and rebelliousness (Hawkins & Catalano, 1992). A list of risk factors that studies have linked to unhealthy adolescent behaviors is included in the Appendix.

Balancing risk factors are protective factors—aspects of individuals' lives that counter risk factors or buffer against them. They protect juveniles either by reducing the impact of risks or by changing the way a person responds to risks (i.e., building a child's capacity to be more resilient). A key strategy to counter risk factors in young people's lives is to enhance the protective factors that promote positive behavior, health, well-being, and personal success (Hawkins, Catalano, & Miller, 1992). Examples of protective factors include a resilient temperament and natural sociability, positive adult and peer relationships that promote bonding, as well as healthy beliefs and clear standards.

Generalizations regarding risk and protective factors have significant implications for community prevention planning and development. Research (Coie et al., 1993; Hawkins, Catalano, & Miller, 1992) reveals that:

- **Risks exist in multiple domains.** Since risk factors exist in all areas of life, if a single risk factor is addressed only in one domain, the school, for example, problem behaviors may not be significantly reduced. Communities must focus on reducing risks across several domains.

- **Common risk factors predict diverse behavior problems.** Several adolescent problem behaviors—substance abuse, delinquency, teen pregnancy, school dropout, and violence—are predicted by the presence of common risk factors. When any individual risk factor is reduced, therefore, multiple problems in the community are affected.

- **The more risk factors present, the greater the risk for juvenile problem behavior.** While exposure to one risk factor does not condemn a child to problems later in life,

research shows that exposure to multiple risk factors increases exponentially a young person's risk of delinquency. Even if a community cannot eliminate all the risk factors that are present, reducing or eliminating even a few may decrease risk significantly for young people living in that community.

- **Risk factors show consistency in effects across different races and cultures.** While levels of risk may vary in different racial or cultural groups, the way in which these risk factors work does not appear to vary. As such, programs selected to target specific risk factors should be adaptable to fit the needs of various groups in any community.

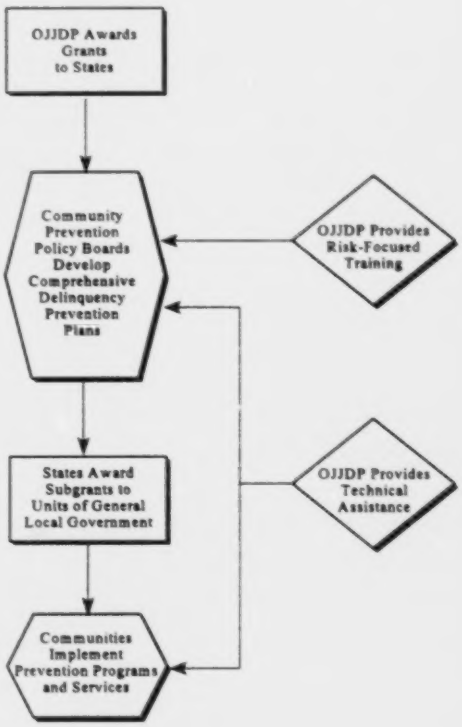
The implication of the research is clear: if the risks in young people's lives can be reduced or countered with protective factors, the possibility of preventing adolescent problem behaviors associated with those risks is greatly increased.

Strategies that work to reduce known risk factors and enhance protective factors have gained widespread acceptance among researchers and practitioners as an effective approach for preventing delinquency and other juvenile problem behaviors. Several risk- and protection-focused delinquency prevention models have been proposed that differ slightly in scope, emphasis, and terminology, including, for example, the Benson Asset Model (Benson, Galbraith, & Espeland, 1994), the Health Realization model (Benard, 1991), Pransky's Prevention Pyramid (Pransky, 1991), and *Communities That Care* (Developmental Research and Programs, 1994). OJJDP selected the risk- and protective-factor approach used in the *Communities That Care* (CTC) strategy as the prevention training model because of its strong empirical basis and systematic approach to community-based, collaborative assessment and planning. Based on 30 years of research on factors associated with adolescent problem behaviors, this risk- and protective-factor approach incorporates only those risk factors that have been demonstrated to predict the development of a problem behavior and stresses the need for programs that enhance protective factors to buffer high-risk juveniles from the impact of risk factors. This approach provides an overall conceptual framework that facilitates community-wide involvement in assessing risks and protective factors and planning prevention programs that respond to these locally identified factors. Although communities are not required to apply the CTC strategy, it is well-suited to support communities in their implementation of the Community Prevention Grants Program.

3. The Structure of the Community Prevention Grants Program

The Community Prevention Grants Program structure is designed to provide communities with a guiding framework for building healthy communities in an objective, systematic, and comprehensive manner. The Program grant award process—as set forth in the final Program Guideline in the *Federal Register*, August 1, 1994 (Volume 59, Number 146)— authorizes the State to award grant funds to units of general local government and allows for broad local discretion in applying funds toward community-based prevention activities tailored to the needs of the specific locality. In conjunction with the grant award process, OJJDP has awarded a contract to provide widespread training and technical assistance to help communities that wish to build their capacity in prevention planning and implementation. The Program's grant award process and capacity building activities are illustrated in Exhibit I-1.

EXHIBIT I-1
THE PROGRAM GRANT AWARD PROCESS


OJJDP Awards Grants to States
Community Prevention Policy Boards Develop Comprehensive Delinquency Prevention Plans
OJJDP Provides Risk-Focused Training
States Award Subgrants to Units of General Local Government
OJJDP Provides Technical Assistance
Communities Implement Prevention Programs and Services

3.1 The Grant Award Process

Program funds are distributed to local communities in a two-step process. In the first funding step, OJJDP awards grants to States through their State Advisory Group (SAG). As provided by Section 223(a)(3) of the JJDP Act, the SAG is an advisory board appointed by the Governor with 15 to 33 members who have training, experience, or special knowledge concerning the prevention and treatment of juvenile delinquency or the administration of juvenile justice. Statutory responsibilities of the SAG include supervising the preparation and administration of the State's juvenile justice plan, advising the Governor and legislators on responding to juvenile justice needs, and reviewing grant applications related to juvenile justice and delinquency prevention.

Each State, as well as the District of Columbia and U.S. Territories, is eligible to apply for Program funds provided that it has a State agency designated by the chief executive under Section 299(c) of the JJDP Act and a SAG, as described above. Program grant amounts are based on a formula determined by the State's population of youth who are subject to original juvenile court delinquency jurisdiction under State law, with a minimum award level of $100,000 for States and $33,000 for Territories in fiscal year 1996.

In the second funding step, State SAGs subgrant the Community Prevention Grants Program funds to units of general local government through a competitive process. In order to be eligible to apply for a subgrant from the State, a unit of general local government must meet four basic requirements:

- Receive SAG certification of **compliance** with the JJDP Act core requirements, which include deinstitutionalization of status offenders from secure detention, sight and sound separation of juveniles from adults held in secure facilities, removal of juveniles from secure custody in adult jails and lockups, and efforts to address the disproportionate confinement of minority juveniles in secure facilities.

- Convene or designate a local **Prevention Policy Board** comprising representatives from various community sectors that provide services for children, youth, and families.

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- Submit a three-year, **comprehensive risk-focused delinquency prevention plan** to the State, describing the prevalence of identified risk factors in the community and outlining strategies for addressing priority risk factors and enhancing protective factors.

- Provide a 50-cents-on-the-dollar cash or in-kind **match** of the Program subgrant.

SAGs may establish additional eligibility criteria for subgrant awards in their States based on criteria related to juvenile crime or other indications of need (e.g., jurisdictions with above average violent crime rates).

Local applicants' comprehensive delinquency prevention plans are required to include:

- The formation of a Prevention Policy Board, consisting of 15 to 21 members representing a balance of public agencies, nonprofit organizations, private business and industry, at-risk youth, and parents.

- Evidence of the commitment of key community leaders to supporting the delinquency prevention effort.

- Definition of the boundaries of the program's neighborhood or community.

- An assessment of the community's readiness to adopt a comprehensive delinquency prevention strategy.

- An assessment of baseline data related to risk factors prevalent in the community.

- An identification of available resources and promising approaches that address identified risk factors and an assessment of gaps in needed resources.

- A strategy for mobilizing the community to implement prevention activities.

- A strategy for obtaining and coordinating identified resources to implement promising approaches that address priority risk factors and strengthen protective factors.

- A plan describing how Program funds and matching resources will be used to accomplish stated goals and objectives.

- A description of the Prevention Policy Board's program management role.

- A plan for collecting performance and outcome evaluation data.

Local applications are assessed by the SAG for inclusion and quality of each of these elements.

The grant application process requires data collection and thorough assessment of community readiness, risk, and resources *before* prevention strategies are developed and funded. These assessments then drive an empirically-based plan to implement and/or expand community-based programs and services for children, youth, and families.

"This is an excellent incentive for communities to become involved in prevention efforts."
—A Juvenile Justice Specialist in Oklahoma

As a consequence of the locally-driven assessment processes, the type, scope, and combination of programs and services implemented varies from community to community. While one community may respond to its risk profile and resource gaps by implementing a family support program, another may identify the need to implement after-school

recreation services and youth leadership development activities, and yet another may focus on a widespread media campaign to mobilize the community to effect change to reduce risks youth face. Each community, in essence, creates a unique prevention initiative tailored to the specific conditions, risk profiles, and existing resources in that community.

3.2 Community Capacity Building: Training and Technical Assistance

To support communities in conducting quality risk and resource assessments and developing sound delinquency prevention plans, OJJDP has offered training and technical assistance to States and communities across the country since early 1994. State Juvenile Justice Specialists, who are responsible for coordinating the administration of juvenile justice grants at the State level, have facilitated the provision of training and technical assistance to interested communities in their States.

Training. The Program's risk-focused prevention training is delivered in two phases. The first phase—The *Key Leader Orientation* (KLO)—consists of a 1-day workshop for key community leaders and high-level executives. The second phase of training—The *Risk and Resource Assessment* (RRA)—is a 3-day "hands-on" workshop for members of the community's Prevention Policy Board on how to conduct community risk and resource assessments, including data collection and analysis. The training provided for the Community Prevention Grants Program is based on the *Communities That Care* model.

Technical Assistance. OJJDP also makes technical assistance available to States and communities on an as-needed basis. Assistance is available to strengthen the conceptual understanding of the risk-focused prevention model that was presented in the training sessions, provide information related to other risk- and resiliency-focused prevention strategies, or to help with technical aspects of planning or implementing their delinquency prevention strategies.

The training and technical assistance components of the Community Prevention Grants Program support communities in developing Program applications and prevention plans. Moreover, these activities build the capacity of localities to apply the risk-focused principles and comprehensive strategic planning procedures not only to Program efforts, but also to other current and future Federal, State, and local delinquency prevention initiatives.

* * * * *

This chapter has described the need for a balanced juvenile crime reduction strategy that incorporates a full range of prevention activities as well as appropriate sanctions. The chapter also provided an overview of the Community Prevention Grants Program and the risk- and protection-focused approach to prevention on which it is based. The following chapters examine more closely the implementation of the Community Prevention Grants Program, with examples of early, local program successes.

II. Local Prevention: Progress and Promise

Over the past three years, nearly 400 communities nationwide have received Community Prevention Grants, and, as a result of their participation in the Program, many are beginning to see positive outcomes in their communities. This chapter describes local implementation of the Community Prevention Grants Program and some of the many local success stories. Much of the information presented in this chapter comes from a recent OJJDP survey of the Juvenile Justice Specialists in all participating States and Territories.[2]

The first section in this chapter describes the Community Prevention Grants Program awards to the States and State subgrant awards to communities. The second provides an overview of four general implementation stages that occur as communities design and initiate their prevention efforts. The third section traces local progress and highlights real-life implementation experiences and early promising outcomes. The final section of this chapter provides an overview of the national effort to conduct a more detailed assessment of program implementation and outcomes.

1. State and Local Grant Awards

In fiscal year 1996, only one State (Wyoming) and one Territory (U.S. Virgin Islands) did not submit applications for Community Prevention Grants Program funds. Unallocated funds from fiscal year 1995 ($133,000) were combined with the $19.8 million in fiscal year 1996 Community Prevention Grants Program funds ($20 million appropriated less the $200,000 to SafeFutures[3]) for a total of $19,933,000 available for distribution to the States and Territories. The allocation of funds for which each State was eligible in fiscal years 1994, 1995, and 1996 is shown in Exhibit II-1. (Up to 5 percent of a State's allocation can be used to cover the costs of administering and evaluating the Community Prevention Grants Program subgrants and support SAG activities related to the Program.)

State agencies award subgrants to eligible units of general local government, defined as any city, county, town, borough, parish, village, or other general purpose political subdivision of a State, and any Indian tribe that performs law enforcement functions. The award process generally includes a Request for Proposals (RFP) issued by the State, a competitive review of local subgrant applications based on criteria established by the SAG, and subsequent award of subgrants to units of general local government. States award grants to units of general local government in annual increments covering not more than 12 months, with overall project periods of 12 to 36 months. Except in the first program year, therefore, when all awards were "new," subgrants to units of general local

[2] Data were collected in February 1997 from the 49 participating States, the District of Columbia, and 4 Territories. Wyoming and the U.S. Virgin Islands were not included in the survey because they did not submit applications for FY 96 Program funds. Responses were received from 41 States, the District of Columbia, and 4 Territories, for a response rate of 85 percent.

[3] The SafeFutures Initiative, operating in 6 sites, supports community-wide strategies to address juvenile crime and delinquency with prevention, intervention, and a range of graduated sanctions and treatment services.

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EXHIBIT II-1
ALLOCATION OF COMMUNITY PREVENTION GRANTS PROGRAM FUNDS
FISCAL YEAR 1994 (FY 94): $13,000,000
FISCAL YEAR 1995 (FY 95): $19,257,000[1]
FISCAL YEAR 1996 (FY 96): $19,933,000[2]

State	FY 94 Amount	FY 95 Amount	FY 96 Amount
Alabama	$204,000	$296,000	$309,000
Alaska	75,000	100,000	100,000
Arizona	198,000	295,000	326,000
Arkansas	119,000	174,000	183,000
California	1,595,000	2,373,000	2,486,000
Colorado	172,000	259,000	278,000
Connecticut[3]	132,000	205,000	204,000
Delaware	75,000	100,000	100,000
Florida	588,000	875,000	935,000
Georgia	323,000	495,000	514,000
Hawaii	75,000	100,000	100,000
Idaho	75,000	100,000	100,000
Illinois	544,000	826,000	837,000
Indiana	277,000	404,000	422,000
Iowa	139,000	202,000	209,000
Kansas	128,000	188,000	198,000
Kentucky	182,000	267,000	278,000
Louisiana	222,000	333,000	334,000
Maine	75,000	100,000	100,000
Maryland	232,000	343,000	362,000
Massachusetts	249,000	377,000	388,000
Michigan	450,000	674,000	685,000
Minnesota	228,000	339,000	356,000
Mississippi	142,000	208,000	217,000
Missouri	242,000	366,000	374,000
Montana	75,000	100,000	100,000
Nebraska	83,000	121,000	127,000
Nevada	75,000	100,000	108,000

State/ Territory	FY 94 Amount	FY 95 Amount	FY 96 Amount
New Hampshire	$75,000	$100,000	$100,000
New Jersey	353,000	524,000	553,000
New Mexico	89,000	132,000	143,000
New York	752,000	1,175,000	1,160,000
North Carolina	281,000	447,000	449,000
North Dakota	75,000	100,000	100,000
Ohio	534,000	787,000	818,000
Oklahoma	162,000	239,000	252,000
Oregon	145,000	215,000	224,000
Pennsylvania	538,000	792,000	830,000
Rhode Island	75,000	100,000	100,000
South Carolina	169,000	256,000	257,000
South Dakota	75,000	100,000	100,000
Tennessee	236,000	349,000	372,000
Texas	911,000	1,395,000	1,440,000
Utah	124,000	183,000	192,000
Vermont	75,000	100,000	100,000
Virginia	296,000	438,000	459,000
Washington	257,000	384,000	403,000
West Virginia	83,000	119,000	123,000
Wisconsin	252,000	369,000	365,000
Wyoming[3,4]	75,000	100,000	100,000
District of Columbia	75,000	100,000	100,000
American Samoa	25,000	33,000	33,000
Guam[3]	25,000	33,000	33,000
Puerto Rico	219,000	301,000	331,000
Virgin Islands[3,4]	25,000	33,000	33,000
N. Mariana Islands	25,000	33,000	33,000

[1] Of the $20 million appropriated for Title V in FY 95, $1 million was applied to SafeFutures. Unallocated funds from FY 94 ($257,000) were combined with the remaining $19 million of FY 95 funds, for a total of $19,257,000 to be allocated to States/Territories.

[2] Of the $20 million appropriated for Title V in FY 96, $200,000 was applied to SafeFutures. Unallocated funds from FY 95 ($133,000) were combined with the remaining $19.8 million of FY 96 funds for a total of $19,933,000.

[3] These States/Territories did not submit applications for FY 94 funding.

[4] These States/Territories did not submit applications for FY 95 or FY 96 funding.

government are awarded either to "new" grantees (those who have not received a subgrant in previous years), or "continuing" grantees (those who previously had been awarded a subgrant and now are receiving second or third year funds).

When the Program began in 1994, the subgrant award process and eligibility criteria did not vary dramatically from State to State. In the past two years, however, one-quarter of the States have modified their subgrant award process and eligibility criteria. The State of Florida, for example, changed its subgrant award process to reflect a more balanced approach to delinquency prevention based on the principles of OJJDP's *Comprehensive Strategy for Serious, Violent, and Juvenile Offenders*. Wisconsin changed its eligibility requirements in support of greater collaboration, now permitting "teams" of local government applicants and private service providers to submit joint applications. In the latest grant cycle (fiscal year 1996), Virginia and Michigan both adapted sections of the *Title V Community Self-Evaluation Workbook*, provided by OJJDP, to provide a consistent application framework and help ensure the evaluability of their programs.

In 1996, more than 400 communities nationwide applied for Community Prevention Grants. Over 230 subgrants were awarded, of which approximately one-quarter are new grantees, receiving Community Prevention Grants for the first time. Of the applicants that did not receive Community Prevention Grants in fiscal year 1996, roughly half were not funded due to a lack of Title V funds. The total number of communities that received Community Prevention Grants in fiscal year 1996, by State, and the average grant amount are shown in Exhibit II-2.

2. Defining Local Progress

The Community Prevention Grants award process allows broad local discretion in applying funds toward community-based prevention activities tailored to the needs of the specific locality. The Community Prevention Grants Program includes four general program implementation stages common to all participating communities:

- Stage 1: Community Mobilization.
- Stage 2: Assessment and Planning.
- Stage 3: Initiation of Prevention Efforts.
- Stage 4: Institutionalization and Monitoring.

These four broad implementation stages provide a framework for understanding both the process and progress of this long-term prevention program. Each implementation stage has several components, as shown in Exhibit II-3.

Stage 1, *community mobilization*, includes introducing risk-focused prevention to key community leaders, obtaining their "buy-in" and infusing the notion of long-term prevention into the fabric of the community, establishing a multidisciplinary Prevention Policy Board, and participating in community prevention training. With the knowledge and skills gained in this stage, communities are ready for the second implementation stage.

Stage 2, *assessment and planning*, includes two key components. The first component is the risk and resource assessment to identify local risk factors, existing prevention resources, and promising delinquency prevention programs. The second is the development of a comprehensive, three-year prevention plan, based on the results of the

EXHIBIT II-2
LOCAL SUBGRANT AWARDS OF COMMUNITY PREVENTION GRANTS PROGRAM FUNDS

State/Territory	FY 96 FUNDS[1]				FY 94-96
	Subgrants Awarded[2]	# of New Subgrants Awarded[3]	Total # of Subgrants Awarded[4]	Average Amount of Subgrant	Total # of Communities Awarded Subgrants[5]
Alabama	no				4
Alaska	no				4
Arizona	yes	4	9	$36,418	13
Arkansas	yes	0	8	$20,663	10
California	yes	0	8	$295,125	8
Colorado*	yes	0	5	$49,210	5
Connecticut	no				4
Delaware	yes	0	5	$19,250	5
Florida	yes	0	6	$76,433	6
Georgia	yes	10	16	$9,459	16
Hawaii	no				2
Idaho	in process	0	5	$20,000	8
Illinois	no information				no information
Indiana	yes	0	6	$66,733	6
Iowa*	yes	1	2	$95,950	3
Kansas	no				8
Kentucky	yes	0	2	$125,000	2
Louisiana	no information				3
Maine	no information				4
Maryland	yes	0	2	$162,925	4
Massachusetts	no information				5
Michigan*	in process	2	9	$74,888	11
Minnesota	yes	0	13	$24,773	14
Mississippi	no information				no information
Missouri	yes	1	6	$61,333	7
Montana	yes	2	4	$25,000	6
Nebraska	yes	3	7	$16,421	8
Nevada	yes	0	1	$108,000	2
New Hampshire	no				8
New Jersey .	no				6
New Mexico	yes	0	3	$48,000	4
New York	yes	7	14	$79,686	14
North Carolina	yes	2	6	$74,833	11
North Dakota	no				7

EXHIBIT II-2 (CONTINUED)
LOCAL SUBGRANT AWARDS OF COMMUNITY PREVENTION GRANTS PROGRAM FUNDS

State/Territory	FY 96 FUNDS[1]				FY 94-96
	Subgrants Awarded[2]	# of New Subgrants Awarded[3]	Total # of Subgrants Awarded[4]	Average Amount of Subgrant	Total # of Communities Awarded Subgrants[5]
Ohio	yes	0	10	$45,528	10
Ohio	yes	0	10	$45,528	10
Oklahoma	yes	0	4	$40,500	4
Oregon	no				9
Pennsylvania	in process	0	8	$99,687	8
Rhode Island	no				11
South Carolina	no				1
South Dakota	no				7
Tennessee	no information				4
Texas	yes	7	19	$74,550	23
Utah	yes	0	5	$24,800	6
Vermont	no				4
Virginia	yes	0	10	$35,000	18
Washington	yes	1	10	$40,300	10
West Virginia	yes	0	4	$26,808	7
Wisconsin	yes	4	9	$41,000	10
District of Columbia	no				1
American Samoa	yes	10	10	$3,135	34
Guam	no				2
Northern Mariana Islands	yes	2	2	$27,550	2
Puerto Rico	yes	0	6	$34,666	6
TOTALS		**56**	**234**		**395**

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[1] Information in this section of the table refers to State subgrant award activity using FY 96 funds.

[2] "Subgrants Awarded" indicates whether States had yet awarded subgrants with their FY 96 funds. Three States had selected subgrants but had not yet made the awards at the time of this report, indicated by "in process." Additional subgrants still may be awarded in some States.

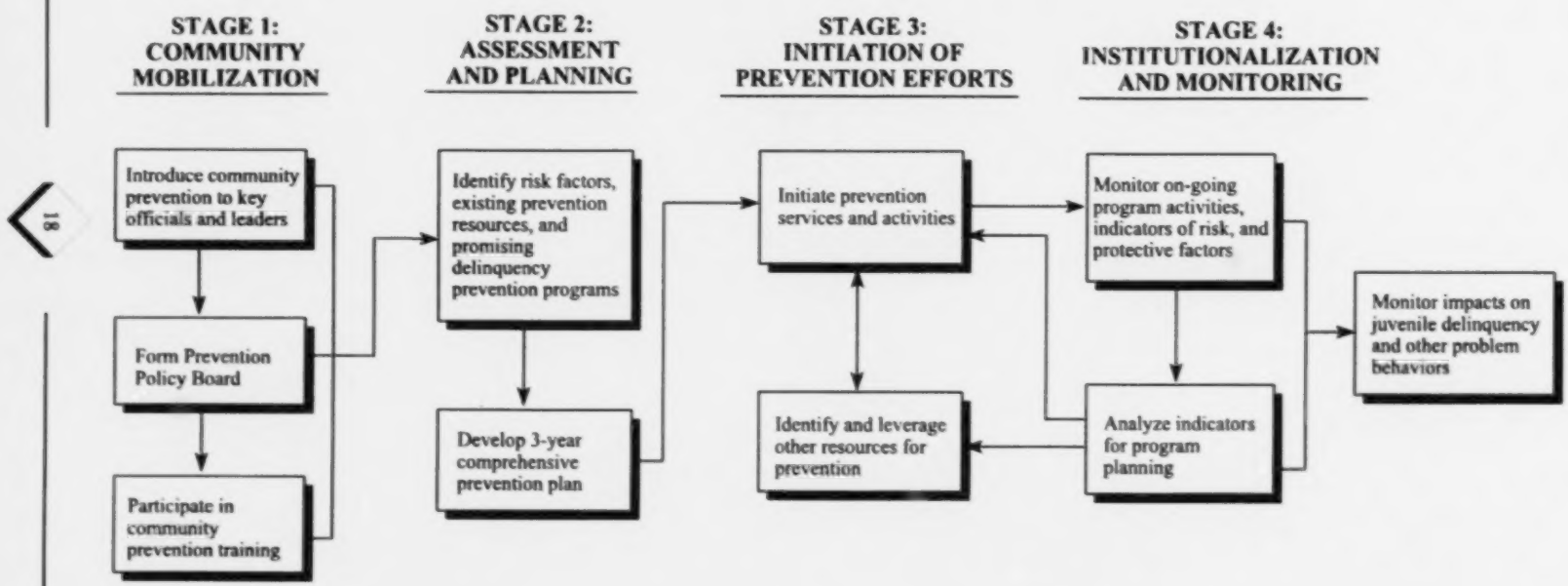
[3] "# of New Subgrants Awarded" refers to the number of communities that received a Community Prevention Grant for the first time in FY 96 (as distinguished from those that received continuation funding following initial awards with FY 94 or FY 95 Program funds).

[4] "Total # of Subgrants Awarded" indicates the combined number of new and continuing subgrantees (e.g., Arizona awarded 4 *new* subgrants and continued funding for 5 *existing* subgrants, for a total of 9 awards in 1996).

[5] The term "communities" refers to the units of general local government that have received subgrants.

• These States have awarded additional subgrants to communities, using State funds, to implement risk-focused delinquency prevention programs based on the Community Prevention Grants Program model.

EXHIBIT II-3
IMPLEMENTATION STAGES OF THE COMMUNITY PREVENTION GRANTS PROGRAM


STAGE 1: COMMUNITY MOBILIZATION
STAGE 2: ASSESSMENT AND PLANNING
STAGE 3: INITIATION OF PREVENTION EFFORTS
STAGE 4: INSTITUTIONALIZATION AND MONITORING
Introduce community prevention to key officials and leaders
Form Prevention Policy Board
Participate in community prevention training
Identify risk factors, existing prevention resources, and promising delinquency prevention programs
Develop 3-year comprehensive prevention plan
Initiate prevention services and activities
Identify and leverage other resources for prevention
Monitor on-going program activities, indicators of risk, and protective factors
Analyze indicators for program planning
Monitor impacts on juvenile delinquency and other problem behaviors

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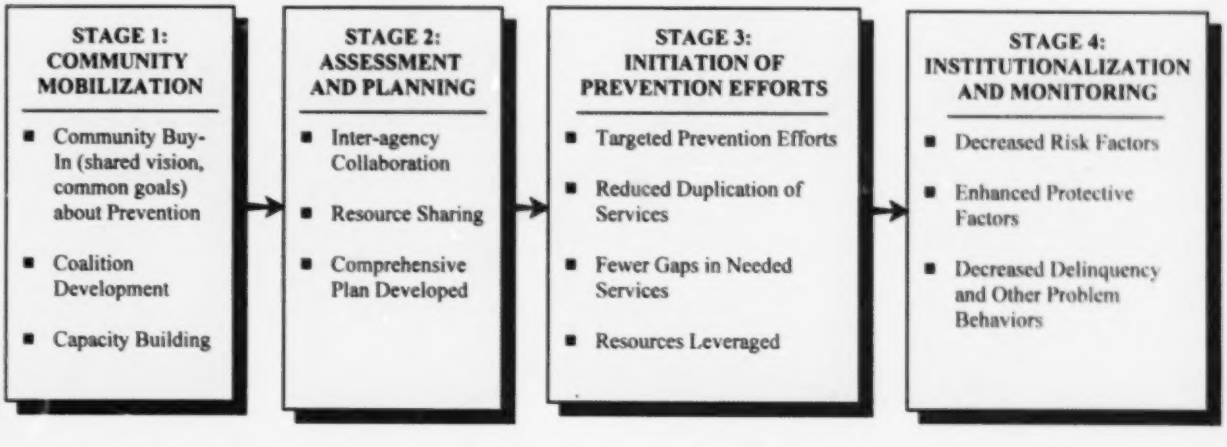
assessment process. This plan serves as the community's application to the State for a Community Prevention Grant.

Stage 3, *initiation of prevention efforts*, begins when units of general local government first receive their Community Prevention Grants from the States. With these grant funds, communities can initiate the prevention services and activities described in their plans. In Stage 3, communities also continue to identify and leverage resources to support, enhance, and sustain their prevention efforts. As part of the implementation process, communities also begin to put in place systems that enable them to monitor the effectiveness of their prevention efforts on an on-going basis. With these systems, communities will have immediate access to programmatic and outcome information for future program planning and funding.

Stage 4, *institutionalization and monitoring*, means that prevention programs, resources, and data collection systems are in place and operating. By monitoring their program activities and results, communities are able to track their progress toward reducing risks, enhancing protective factors, and ultimately decreasing juvenile problem behaviors, including crime and delinquency.

Within each implementation stage, there are certain tasks, events, and activities that indicate progress toward the goal of healthy youth, families, and communities. Key outcomes for each implementation stage are illustrated in Exhibit II-4. The following section highlights the process of implementing the Community Prevention Grants Program though community examples of promise and success.

EXHIBIT II-4
KEY OUTCOME INDICATORS FOR EACH IMPLEMENTATION STAGE



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3. Pathways to Change: Local Progress and Promise

In the first two Program years, most local grantees were focused on the implementation activities of Stage 1 (community mobilization) and Stage 2 (assessment and planning). Now, in the third Program year, communities that received funding in fiscal year 1994 are well into Stage 3, initiating their prevention efforts.[4] As they move through the implementation stages, participating communities already are demonstrating positive changes at the local level, toward the ultimate goal of reducing the risk factors associated with delinquency and ultimately delinquency itself.

3.1 Stage 1: Community Mobilization

Stage 1 of the Community Prevention Grants Program in fact occurs prior to the award of a local subgrant and includes organizing the community around risk- and protection-focused prevention planning. The involvement of key community leaders is one of the features that differentiates the Community Prevention Grants Program from traditional, single-agency prevention efforts. Ultimately, mobilization involves the whole community in thinking about and planning for risk-focused delinquency prevention.

Indicators of community mobilization include:

- Community buy-in and commitment to risk-focused delinquency prevention.
- Forming a multidisciplinary Prevention Policy Board.
- Improving the community's capacity for implementing the program through training and technical assistance.

A key measure of the extent to which communities have been mobilized is participation in the risk-focused delinquency prevention training. Units of general local government bring together leaders from the community for an orientation to risk- and protection-focused prevention and the Community Prevention Grants Program planning process. To date, approximately 4,300 participants, representing nearly 500 communities, have attended the *Key Leader* and *Risk and Resource Assessment* training sessions provided by OJJDP. In addition, more than 10 States have purchased additional community prevention training sessions to meet the demand from interested communities.

Asked what changes have occurred in the States as a result of the Community Prevention Grants Program, the Juvenile Justice Specialists most frequently reported positive changes in community buy-in, coalition development, and capacity building. A Juvenile Justice Specialist in California noted that community buy-in to the Community Prevention Grants Program model is evident even in communities that applied for but did not receive subgrants: "When California provided the OJJDP-sponsored Key Leader Orientation, some communities adopted the strategies utilizing local resources." A statewide evaluation in Iowa found that "the [Community Prevention Grants Program] funding has generated significant enthusiasm and

"Community Prevention Grants have made our community into a big quilt; community members and agencies that work with youth are the patches and the Prevention Policy Board is the quilter who stitches the patches together."
—A Program Coordinator in Michigan

[4] Several States did not award their first year (fiscal year 1994) program funds in 1995; some communities, therefore, are only in their second year of funding. In addition, many States have continued to make awards to new communities in fiscal years 1995 and 1996, and these communities are also at varying degrees of implementation.

commitment among professionals and citizens. . . . [the] prevention initiative has involved citizens who were unfamiliar with youth problems in the process of finding solutions to crime and delinquency" (Jenson, Hartman, & Smith, 1997). On mobilization, a program coordinator in Michigan said, "Community Prevention Grants have made our community into a big quilt; community members and agencies that work with youth are the patches and the Prevention Policy Board is the quilter who stitches the patches together."

Juvenile Justice Specialists also report that the Community Prevention Grants Program model has increased the communities' capacity for understanding delinquency prevention issues. A Specialist from Alaska noted, ". . . local governments have become more aware and have a broader understanding of delinquency prevention."

Local Success in Mobilizing Communities

Historically, service providers in **Kauai County, Hawaii** offered only non-prevention-based recreational activities to youth. The County looked to State agencies to plan, develop, and implement prevention programs. There had been limited community involvement in delinquency prevention efforts. Motivated by information provided at a State orientation to the Community Prevention Grants Program and risk-focused delinquency prevention, the Kauai Mayor's Youth Program Office decided to introduce risk-focused prevention to service providers and citizens in the county.

To mobilize the community, the Office developed eight introductory prevention programs in conjunction with the Department of Education, the Police Department, Parks and Recreation, and various non-profit organizations. These pilot programs were designed to alert agencies about the need for prevention and identify key leaders interested in planning and implementing risk-focused prevention. As a result of the Office's mobilization efforts, agencies in Kauai County came together for the first time to address prevention. The pilot programs allowed the County to identify 24 agency representatives, who were "cornerstones" of the Kauai youth picture, and to collaborate with them to form a Youth Prevention Policy Board (YPPB). The YPPB has become the lead advisory group to the County on prevention issues. The board has doubled in size since its inception in 1995 and continues to involve community members in sharing resources and information.

◆

By pooling local resources in the county, the Children's Services Council in **St. Lucie County, Florida,** brought together 72 agencies and organizations for risk-focused delinquency prevention planning. One indicator of the success of the county's mobilization efforts is that commitment from the participating agencies has been sustained. Two years after the initial mobilization, the 72 community entities continue to meet on a monthly basis to review risk factors and prevention resources and plan efforts that will improve the lives and reduce the risk factors for families of first grade children. The coalition jointly developed a resource directory and worked to establish 48 First Stop Centers, community-based information and referral resources for families across the county.

3.2 Stage 2: Assessment and Planning

The second general program implementation stage involves conducting community risk and resource assessments and developing comprehensive prevention plans. The risk and resource assessment component of the Community Prevention Grants Program provides the foundation for comprehensive prevention plans. The assessment process provides

a method for communities to identify the root causes of delinquency, inventory existing prevention efforts, and tailor responses to fit their needs. As a result of the individualized assessment and planning processes, the type, scope, and combination of programs and services implemented varies from one community to another. Each community, in essence, creates a unique prevention initiative tailored to the specific conditions, risk profiles, and existing resources in that community.

In the most recent, detailed, community-specific review of Program grantees, the General Accounting Office (GAO) collected data on the priority risk factors identified by existing grantees. GAO found that on average communities are targeting more than six risk factors and that more than half of the communities rated family management problems, availability of drugs, and academic failure as the highest priority risks in their communities. To address these risk factors, communities had planned a number of primary and secondary prevention efforts, the most frequent of which included:

- Ongoing community mobilization.
- Parent training.
- After-school programs.
- Community/school policies.
- Family therapy.
- School behavior management strategies.
- Mentoring with behavioral management (GAO, 1996).

Prevention approaches selected by communities may include direct services (programs that provide services directly to clients or participants in the community) or systems change (intended to influence broader community-level changes rather than changes in individuals).

One measure of the assessment and planning process is the number of application plans developed and submitted to the States. In 1996, approximately 225 communities that had not received subgrants in 1994 or 1995 developed and submitted comprehensive prevention plans.

Two other outcomes of the assessment and planning process are increased interagency collaboration and resource sharing. By collaborating and sharing resources, communities have been able to develop comprehensive plans that are realistic and reflect the communities' prevention needs. Increased interagency collaboration was singled out by more than half of the State Juvenile Justice Specialists as one of the positive Community Prevention Grants Program outcomes. In addition, by combining prevention resources and funding, communities have been able to maximize available resources to fully implement their prevention plans. In Arkansas, for example, a State Juvenile Justice Specialist reported that communities have made great strides in pooling their resources across agencies as a result of the Community Prevention Grants Program planning and assessment model.

Similarly, at the local level, a project coordinator in Michigan stated, "The [Community Prevention Grants Program] gave us time with committed agencies to rethink and coordinate our efforts—we knew we were rich in community resources, but we needed to redefine our efforts in order to combine assets and resources and move in the same direction." And, a human services director in Wisconsin said, "Communities need to realize what they are capable of doing with the amount of resources available to them. These grants only have an effect if planners focus and combine efforts to achieve the greatest impact."

Improved Interagency Collaboration

Community Prevention Grants enhanced collaboration among agencies in **Fremont County, Colorado**. In an effort to maximize funding resources, the Colorado Division of Criminal Justice streamlined Community Prevention Grant funding with the State's Build A Generation initiative. Build A Generation provides support services for Community Prevention Program subgrants in prevention planning, assessment, and program development. Build A Generation was designed to ensure that communities move forward in a collaborative manner and to ensure the long-term continuation of multi-institutional planning. Support services include:

- Funding a program coordinator to supervise Community Prevention Program subgrants, community trainings and workshops, and public education in State technical assistance documents and workshops.
- Developing a Steering Committee comprising agency heads and program coordinators. The Steering Committee meets monthly to allow members to coordinate program efforts, reduce duplication of program services, and incorporate prevention themes into their programs.
- Identifying State and National funding resources for use by prevention partners on the Steering Committee to help coordinate funding applications.

Thus, Community Prevention Grants have enabled Key Leaders in Fremont County to use risk-focused prevention as a multi-institutional planning effort. The combined funding initiatives promote the institutionalization of the Community Prevention Grant planning process and support the infrastructure necessary to ensure multi-institutional coordination.

Improved Interagency Collaboration

Supported by the Community Prevention Grants Program, members of the **Washtenaw, Michigan** Juvenile Delinquency Prevention Action Committee partnered with the Family Services Coordinating Council to develop a comprehensive delinquency prevention initiative. The resulting initiative includes three components:

- Early childhood education focusing on reading, self-control, and rules and consequences.
- Supportive home-based intervention to provide the families of children exhibiting pre-delinquent behavior with counseling, communication skills enhancement, and therapy through home visits.
- Parenting classes focusing on childhood development, family management, bonding, and adolescent behavior problems.

Implementing the prevention initiative and its component programs involves collaboration with the Washtenaw Community College, Willow Run School District, the juvenile court, county sheriff's department, and county gang task force, in addition to the initiative's two founding partners. As a result of this collaborative effort, the Willow Run School District reports a decrease in school suspensions and improved language and motor skills for kindergarten students enrolled in the early childhood program. In addition, pre- and post-test data indicate improved communication between family members participating in the home-based intervention and parenting programs.

Improved Interagency Collaboration

As part of the Community Prevention Grants application process, representatives of the Office of Children and Youth in **Erie County, Pennsylvania** joined forces with key leaders from the County Departments of Education, Juvenile Services, Health Services, and Human Services to broaden community support and input into the planning process. The 24-member Erie County Policy and Planning Council for Children and Families took steps to implement the prevention effort by:

- Forming an 8-member Data Collection Committee subgroup as part of the Council's risk and resource assessment to collect data from 35 publications and resources.
- Forming collaborative relationships with community leaders interested in the delinquency prevention effort, including representatives from municipal and county government, the juvenile courts, law enforcement, education, commerce, and faith and religious communities.
- Convening a community meeting of 100 participants to examine the risk and resource data and select priority risk factors.

As a result of these efforts, the Erie County Policy and Planning Council for Children and Families identified three priority risk factors: early and persistent antisocial problem behaviors, extreme economic and social deprivation, and family management problems. To address these risk factors, the Council initiated the Erie County Delinquency Prevention Program to merge education, health, welfare and employment services for students and families most affected by the priority risk factors.

According to the Policy Analyst who monitors and evaluates the delinquency prevention initiative, Community Prevention Grants effected the most comprehensive collaborative prevention effort Erie County ever had experienced: "People from all walks of life were mobilized to receive the grant and to truly make it effective. Before this process, there was little productive communication among agency heads and between agency heads and the community."

In addition to overseeing the Erie County Delinquency Prevention Program, the Erie County Policy and Planning Council acts as a collaborative planning body for County services to children and families. It has expanded to include over 50 members and functions to enhance communication and mutual understanding among social service professionals, governmental leaders, the service and religious communities, and the public.

There is also anecdotal information suggesting that communities that have tried to implement delinquency prevention programs without engaging community members in a comprehensive planning and assessment process have not been as successful as those communities that use the Community Prevention Grants Program model. A Juvenile Justice Specialist from one of the Territories noted, "Once the Program showed success, other agencies tried to implement similar projects without the planning and village assessment elements and this has [not proven to be effective]."

In Madison, Wisconsin, for example, the Prevention Policy Board (PPB) collaborated with an existing grassroots gang and drug prevention program to involve residents in prevention planning and to increase neighborhood attachment among community residents in a low-income neighborhood. The resulting effort gave structure to the existing mentoring and recreational program and resulted in an increase in direct services available to area youth. Prior to the collaboration with the PPB, no formal monitoring of services was occurring, and the grassroots organization estimated that a maximum of 10 youth were receiving services regularly. After collaborating with the PPB and residents, the organization's activities became more structured and monitoring of service delivery began. The prevention effort now reaches 40 youth on a regular, daily basis with many other youth receiving services periodically.

"The Community Prevention Grants have given us a model to do neighborhood planning . . . . We've attempted programs with neighborhood residents in the past, but none have worked as well."

—A Community Center Director in Wisconsin

3.3 Stage 3: Initiation of Prevention Efforts

Stage 3 begins with award of the Community Prevention subgrant from the State. At this point, communities translate their prevention plans into action. To date, nearly 400 communities across the country have received Community Prevention Grants and have initiated their prevention efforts.

Communities vary in how far they have progressed in initiating their prevention efforts. As previously indicated, at least 56 communities received new Community Prevention Grants in 1996 and are just beginning to initiate their prevention efforts. Among the more than 300 communities that received subgrants in 1994 and 1995, many of their prevention efforts already have been operational for up to 2 years.

"The Community Prevention Grant funds gave the community the opportunity to implement its will."

—A Community Board Member in Arizona

Regardless of how far along they are, communities use their Community Prevention Grants to better target their prevention efforts, reduce duplication of services through interagency planning, and fill gaps in needed services. These efficiencies help maximize prevention coverage and ensure that prevention efforts are reaching the groups most in need of services. Achieving these efficiencies greatly increases a community's potential to reduce risk factors, enhance protective factors, and, ultimately, impact juvenile delinquency rates.

A key measure of targeted prevention efforts is the number of people served. Based on fiscal year 1996 reports from the communities, the number of youth and parents that have been reached nationwide is estimated to be more than 100,000 in 1996 alone. Since the program's inception in 1994, two States alone report having reached more than 62,400 youth and parents.[5]

[5] Jenson, Hartman, and Smith's (1997) evaluation of the Community Prevention Grants Program in Iowa found that between 1994 and 1996, 43,761 youth and parents in 20 communities received prevention services. The Minnesota Department of Economic Security, Office of Youth Development's 1996 Juvenile Justice Advisory Committee Report shows that the 13 Community Prevention subgrantees in the State served 18,656 youth.

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Participating communities and States indicate that more youth and families have received prevention services and have been reached through the Community Prevention Grants Program as a result of reduced duplication of effort and fewer gaps in services. A State Juvenile Justice Specialist in Minnesota reported, "Communities participating in [the Community Prevention Grants Program] have learned that coordinating activities among multiple agencies [has] paid off in terms of planning and implementation. Eliminating or substantially reducing overlap has improved the quality of programs provided, and has, in many cases, resulted in others seeking to participate in the program at the community level."

"Communities participating in the Program have learned that coordinating activities among multiple agencies has paid off in terms of planning and implementation. Eliminating or substantially reducing overlap has improved the quality of programs provided."
—A Juvenile Justice Specialist in Minnesota

In Nebraska, "[The Community Prevention Grants Program] has allowed communities to address the whole continuum of juvenile justice issues from treatment to intervention to prevention. This has placed an emphasis on prevention, [including] primary prevention targeted at all youth, looking at

Targeting Prevention Efforts to Reduce Duplication of Services and to Fill Gaps in Needed Services

Randolph County, Vermont used its Community Prevention Grant to streamline the services provided by State agencies, local organizations, and community members and to provide comprehensive prevention services for at-risk youth and their families. The resulting initiative, Building Caring Communities (BCC), has two components designed specifically to reduce the duplication of services and to ensure that appropriate services are available to youth and families who need them:

- The Family Resource Mobilizer connects under-served families and youth with State services and district agencies to ensure the families receive comprehensive prevention services. The Family Resource Mobilizer facilitates interagency collaboration primarily through "team meetings" that bring together families and their various service providers to determine service needs, define common goals, and design efficient strategies to meet these goals.
- The Community Resource Mobilizer is responsible for securing other funding sources and facilities for program services and activities. Currently, the Community Resource Mobilizer is developing a Family Services Center that will co-locate health care representatives, including a maternal child care nurse and the State Department of Health WIC program; educational programs; social rehabilitative services (e.g., Child Protective Services and Child Welfare); and the BCC offices. The purpose of this center is to increase collaboration among the various providers and maximize the use of existing resources.

Both the Family and Community Mobilizers report reduced duplication of services as a result of the multi-agency team meetings and co-located services. Members of the BCC also report that the increased interagency collaboration has resulted in more effective family services, with the team meetings leading to greater accountability of all participating agencies. One unexpected outcome of these efforts is the increased participation and involvement of youth and families in prevention activities. As a direct result of the Mobilizer efforts, some of the youth and their families receiving services have become involved in a discussion group, sponsored by the BCC, in which 50 to 60 community members meet regularly to discuss prevention programming initiatives.

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Targeting Prevention Efforts to Reduce Duplication of Services and to Fill Gaps in Needed Services

Community members in **Anchorage, Alaska** combined their Community Prevention Grants Program funds with municipal funds and donations from private sources to implement a Youth Court. Prior to combining funds and implementing the Youth Court, as many as 80 percent of juveniles arrested for minor offenses in Anchorage were never processed due to a lack of resources. The Youth Court Program ensures that all youth diverted from the juvenile court into the program are held accountable for their actions. The Program has shortened the time between arrest, charge, and disposition. In its first full year of operation, the Youth Court heard 381 cases and expects to handle as many as 600 in 1997. In the full 15 months of operation, only 10 percent of juveniles handled by the Youth Court have been re-arrested.

Targeting Prevention Efforts to Reduce Duplication of Services and to Fill Gaps in Needed Services

Key leaders in **LaCrosse, Wisconsin** joined forces with the LaCrosse County Human Services Department to accomplish two objectives:

- Combine Community Prevention and Family Preservation funding to conduct a joint risk and resource assessment in order to minimize the duplication of planning and service delivery efforts.
- Identify and enhance existing services and programs that promote healthy communities in which parents are actively involved in delinquency prevention.

Through joint planning meetings and grant-writing efforts, the collaborative prevention team was able to identify three existing prevention initiatives that were providing overlapping services: 1) the Hmong Mutual Assistance Association, 2) a community-based mentoring/tutoring program, and 3) the Serious Habitual Offenders Comprehensive Action Program. The collaborative planning enabled the key leaders to focus prevention efforts on targeted objectives and build upon the objectives of these three programs. With enhanced funding and support, each program was able to focus its effort on its primary objectives and reach more youth and families. From 1995 to 1996, as a result of the reduced duplication of effort and enhanced prevention services, the prevention team achieved an 8 percent reduction in county delinquency referrals to juvenile court and a 10 percent reduction in county Child Protective Services referrals.

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long-range, cost effective solutions to providing positive opportunities for youth involvement at the community level, thereby reducing the risk of juvenile delinquency."

Some States also reported that communities have been able to secure additional resources, beyond the required match, in support of their prevention efforts. Although the majority of States did not indicate whether their subgrantees had received grants from other funding sources, the 26 that did provide this information reported that at least 60 communities have received additional grants to support their community-based risk-focused prevention efforts. Most of the additional grants came from the States, followed by OJJDP formula grants, other Federal grant funds and private foundation sources.

An important measure of progress at this implementation stage is the development of monitoring systems to track community prevention efforts and indicators of risk and protective factors, as well as juvenile problem behaviors. Communities are encouraged to design local evaluation plans that include such monitoring systems. To help them develop these plans and systems, OJJDP has widely distributed the *Title V Community Self-Evaluation Workbook*. The *Self-Evaluation Workbook*, described in more detail in the next chapter, contains model self-administered evaluation instruments to assist Community Prevention Grant recipients in meeting their own local evaluation needs and implementing regular monitoring of prevention efforts.

Increased Funding for Prevention

The Prevention Policy Board in **Grand Haven, Michigan** drew from existing community resources to produce a three dollar in-kind or cash match for every Federal dollar offered through their Community Prevention Grant. The Grand Haven Prevention Policy Board, consisting of representatives from business and industry, the school district, police departments, and the city manager, collaborated with the Northwest Ottawa Area Community Coalition to enhance community prevention services. Soliciting help and donations from several public and private agencies, institutions, and individuals, the Prevention Policy Board was able to effect a "systems change" by coordinating health, educational, and social services to meet the needs of the community more effectively.

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In **Sisters, Oregon**, a rural community in central Oregon, key leaders were faced with limited resources for positive youth activities other than interscholastic athletic events. Working with the Boys and Girls Club, Parks and Recreation District, and a latchkey program, the Sisters Organization for Activities and Recreation (SOAR) was able to secure $52,000 in financial support from local service clubs, businesses, and churches to add to their $10,000 Community Prevention Grant. In total, these monies supported numerous safe and structured activities for youth such as tutoring programs, job placement programs, athletic and recreational events, and intergenerational activities. The leveraged resources allowed SOAR to triple the number of youth served in one year (from 367 to 1,180 youth).

3.4 Stage 4: Institutionalization and Monitoring

In this final stage of full program implementation, communities demonstrate a sustained and long-term commitment to the risk-focused delinquency prevention model. Risk-focused prevention is tightly woven into the fabric of community and a normal way of "doing business." Truly integrated prevention strategies take time to attain, and even more time to effect impressive changes in trend lines. Changes in community risk and protective factors require long-term, sustained efforts before significant change can be observed at the community level. As such, though we are all eager to see rapid results, it is not realistic to expect significant changes in these very early years of program implementation. That being said, however, there is *already* encouraging evidence from some communities of early positive program outcomes.

Early Indications of Decreased Risk and Enhanced Protective Factors

Some of the more promising changes in risk and protective factors were reported by Story County (Ames), Iowa; East Prairie, Missouri; Cincinnati, Ohio; Montgomery County, Maryland; South Sioux City, Nebraska; Vancouver, Washington; and Nekoosa, Wisconsin. All seven communities report evidence of decreased risk factors and enhanced protective factors as a result of the Community Prevention Grants Program.

(1) Healthy Futures and Healthy Choices in Ames, Iowa

The prevention planning team in Story County (Ames), Iowa, received State juvenile justice funds for their risk assessment and new prevention programs in conjunction with their Community Prevention Grant. Youth and Shelter Services of Ames, a community-based nonprofit agency, has coordinated the introduction of two new prevention programs. The first was Healthy Futures—designed to fill a gap in needed services for high-risk teen parents by providing in-home visits and counseling. Healthy Futures has served an average of 340 parents per year since 1994. Pre- and post-program tests found that parents in the Healthy Futures Program have increased their parenting skills thereby reducing the family management risk factor identified by the prevention planning team as a priority in the target community.

The second new program was Healthy Choices—an elementary school-based skills training program that teaches children problem-solving, drug refusal, and social skills. Approximately 3,000 youth have participated in the Healthy Choices initiative. Tests conducted with program participants found that children in Healthy Choices show improved cognitive skills.

(2) Empowering Families to be Self-Sufficient in East Prairie, Missouri

Combining their Community Prevention Grant with Federal Enterprise Community funding, community leaders in East Prairie, Missouri have implemented two prevention efforts—a parent training program and an adult leadership program—targeting low-income families and youth. The parent training program consists of several components, including:

- Bowden Outreach Project, which focuses on pre-parenting skills such as impulse control, anger management, and decision making.
- Second Steps Project to enhance the parenting skills of developmentally-challenged parents.

- Drug Free Years Project, which addresses substance abuse prevention for youth and their families.

- Living on Your Own Project to assist parents in completing job applications, obtaining employment, budgeting money, and managing their households.

- Drivers' education to help parents get drivers' licenses.

In addition, the Positive Adult Leadership Program provides self-image and self-esteem building activities such as leadership skills training to teens, in an effort to prepare them for adulthood and parenting.

These prevention programs were implemented to address family management problems in East Prairie that lead to substance abuse, delinquency, teen pregnancy, school dropout, and violence. These programs were designed to provide parents with incentive-based opportunities to develop positive self-images and healthy expectations.

Quarterly evaluations of the Parent Training Program found that all of the 47 adult program participants demonstrated improved parenting skills. Five of the participants found employment, and several were reported to have enrolled in college courses, received a GED, and regained custody of their children. Similar positive results were found in the Positive Adult Leadership program. The Positive Adult Leadership evaluation found that all of the 80 program participants improved their academic performance. In addition, 96 percent reported improved family relations, 93 percent said community relations improved, and 80 percent reported better self-images.

(3) Leadership for Violence Prevention in Montgomery County, Maryland

Community members in Montgomery County, Maryland used their Community Prevention Grants Program funds to implement a school-based program designed to improve academic success and reduce and change violent and anti-social behavior among middle school youth. The program is intended to foster the natural leadership skills of youth (including those youth leaders who demonstrate positive prosocial leadership and those who demonstrate less desirable, negative, "anti-social" leadership skills). Community members believe that pairing "positive" and "negative" leaders will foster the development of prosocial leadership skills in "negative" leaders.

Over the past two years, program staff have identified both the "positive" and the "negative" leaders among the students in three targeted middle schools. The youth leaders are sent to a 3-day Residential Leadership Training where they participate in skill and team-building exercises to teach them to work together. The youth leaders also work together to develop action plans to reduce violence in their schools. Since the program began, 160 students have attended the training, 98 percent of whom completed the program.

One team, from the Parkland Middle School, has developed and implemented an action plan that includes:

- Organizing a Family Funday Carnival.

- Hiring a Student Conflict Resource Officer who is available during the school day to help resolve student conflicts.

- Recognizing peaceful students with Non-Violence Awards.

- Sponsoring a writing contest on the subject of students' families.

- Staging plays about non-violence and ways to cope with potentially violent situations.

Since the implementation of the action plan, both suspensions and behavior referrals have declined in Parkland Middle School. From 1993 (just prior to program implementation) to 1996, suspensions have dropped 72 percent (from 205 to 57). Similarly, behavior referrals have dropped approximately 30 percent (from 3,753 to 2,635) from the 1994-95 to the 1995-96 school year.

During the summer, Montgomery County's Community Prevention Program continues its prevention efforts with work apprenticeship activities for youth from the targeted middle schools. In 1996, 46 students participated in the Community Power Crew, a four-week program designed to interest students in the world of work by providing them with job skills, work experience, and money management training.

(4) Peer Mediation in South Sioux City, Nebraska

South Sioux City, Nebraska used its Community Prevention Grant to target troubled peer and family relations by enhancing youth skills and providing positive opportunities for youth involvement at the community level. Working with the South Sioux City Junior High School, the Dakota County Interagency Team (DCIT) and the City Council designed and implemented the Peer Mediation Program to help build youth skills in conflict resolution and decision making to bolster self confidence and improve troubled peer and family relations.

The Peer Mediation Program was designed to address discipline problems, fighting, and racial intolerance in the Junior High School. Through this program, students use time during study hall to work with a peer mediator to resolve conflicts as an alternative to Saturday detention or suspension. This program has led to a decrease in the number of suspensions and detentions at the Junior High School. Data from one semester in which the program was operational show that 86 percent of the peer mediations were resolved without conflict or further disciplinary action.

(5) The Family Connection Program in Cincinnati, Ohio

In Cincinnati, Ohio, there was concern about the increased number of youth from the Appalachian community entering the juvenile court system. Their risk assessment identified a high incidence of family conflict and family management problems among families in this community. In an effort to succeed where other prevention efforts have failed in breaking the cycle of family problems, the Cincinnati Prevention Policy Board collaborated with the Urban Appalachian Council to implement the Family Connection Program.

This program targets Appalachian families with at least one child in the juvenile court system. The program is designed to teach parents family management techniques and both parents and children effective means of communication and conflict resolution. Directed by the community members themselves, the grass-roots program addresses family risk factors by helping participants

improve parenting and life skills. The program consists of three components:

- Weekly parenting classes (group sessions for parents to discuss family communication, discipline, and self-esteem issues).
- Weekly home visits by a family therapist to provide individual treatment and counseling.
- Family activities (including family outings to promote bonding and a Ropes course that teaches families to work together to solve problems).

Early indications are that the Family Connection Program is having a positive impact on participants. Of the 25 families who have participated in the program, all have demonstrated improved attitudes toward their children/parents. In addition, 20 percent of the parents report they are now able to discipline their children more effectively, and 25 percent report fewer family conflicts as a result of improved communication. The most significant indicator of program success is that, since its inception, none of the children whose families are participating in the program have had subsequent contact with the juvenile justice system. In assessing the program's effectiveness, one key leader noted, "Given the cultural dynamics, it has been difficult in the past to teach families to help themselves. By training community members to lead group discussions and classes, the participants [have been] more receptive and willing to employ what they've learned in their homes."

(6) Vancouver, Washington's Re-Entry Program

The Re-Entry Program in Vancouver, Washington is an educational program for youth who have been expelled from school for weapon-related violations or malicious conduct. The program combines an academic curriculum with outdoor educational activities, intensive family involvement (including family process groups and contracts between youth and their parents to spend time together), and service opportunities to teach youth positive life skills and social values. The program is intended to improve self-esteem and foster problem-solving skills as part of the youth participants' transition back to local schools.

Early data indicate that the program has been successful in building protective factors and providing participants with skills to avoid involvement in subsequent criminal or malicious activities. According to the Program's first-year evaluation report (which provides the most current data available), 95 percent of students who completed the Re-Entry Program and were transitioned back to school have not exhibited behavioral problems in the six months after leaving the program. One youth reported, "The program has showed me to have respect and think before I do my actions. I have learned self-talk and anger management . . . and [the program] makes us feel good about ourselves . . .." Another gang-involved youth who completed the program said, "I've learned that teamwork and friendship are what will keep you pushing hard throughout life . . . . I have found a new person inside of me that I'm not ashamed to live with—a person who now feels good about himself, and a person who isn't going to do something stupid to try and fit in."

(7) Reaching Out Against Drugs in Nekoosa, Wisconsin

In 1993, a survey of middle school youth in Nekoosa, Wisconsin indicated a dramatic increase in

substance abuse problems. Recognizing the importance of combating juvenile problem behaviors during the early stages of development, community leaders used the Community Prevention Grant funds to develop and administer the Reaching Out Against Drugs (ROAD) Project.

The Nekoosa Prevention Policy Board has collaborated with the Wood County Partnership Council, a county coalition working to reduce substance abuse and other destructive behaviors, to provide a wide range of programs to address the risk factors associated with alcohol, tobacco, and other drug use among Nekoosa youth. Programs in the ROAD Project include parent education workshops; peer helper programs on substance abuse issues; tutoring programs for youth at risk of academic failure; scholarships for underprivileged youth to participate in summer camps and workshops; a hotline for school district announcements and homework help for students and their parents; a Native American Cultural Awareness program to build self-esteem and promote culturally-relevant, anti-substance abuse messages; and other alternative recreational and athletic activities.

Early findings show a decrease in the number of student detentions, a decrease in the number of eighth grade student failures in core academic areas, and a decrease in the number of students who are chronically truant or absent. According to a program volunteer, "[the tutoring and other programs] have helped children realize that there is someone who really wants to see them succeed." Program stakeholders are confident that each of the ROAD programs will result in more success stories that in turn will result in increased community involvement and decreased delinquency.

Early Evidence of Decreased Rates of Juvenile Delinquency

Although the Community Prevention Grants Program is only in its third year, communities are, nonetheless, already reporting modest decreases in their rates of juvenile problem behaviors. Evidence from Woodbury County (Sioux City), Iowa; Ingham County (Lansing), Michigan; and Port Angeles, Washington, for example, indicate changes in delinquency rates and other problem behaviors that are attributed to the Community Prevention Grants Program.

"There are many programs around the State as a result of the Title V Community Prevention Grants. These programs have resulted in fewer court cases and lower juvenile services caseloads."
—A Juvenile Justice Specialist in New Hampshire

(1) Decreased Juvenile Court Adjudications in Woodbury County, Iowa

The Prevention Policy Board in Sioux City, Iowa targeted their prevention activities on a middle school neighborhood with historically high rates of violence and low academic achievement. The Board distributed its Community Prevention Program funds to several programs that, together, provide a continuum of care for the at-risk students. After-school activities at the Crittenden Center, a community-based agency, have been funded. Community prevention planners also provided the Boys and Girls Home with funds to expand their family services programs aimed at reducing the number of out-of-home placements for delinquent youth. Approximately 70 youth and 10 parents participate in both programs. Together, the programs involve probation department staff, outreach workers, child welfare service providers, and teachers. The Crittenden Center serves students

from the targeted middle school in their after-school program, offered every day and summers from 3:00 to 9:00 p.m. Dinner and transportation home are provided in the evening. Youth in the program regularly participate in tutoring, mentoring, drama, and life skills training programs.

While a formal evaluation of the programs has not been conducted, outcome indicators suggest that the programs may be responsible for a significant drop in problem behaviors. Police calls to the targeted neighborhood have declined 37 percent in the last year, primarily as a result of declining delinquency. Juvenile court adjudications of students from the targeted middle school have dropped 85 percent (from 39 in 1993 to 6 in 1996). Violence and weapons have been almost completely eliminated from the school. Students and teachers in the targeted school, free from safety concerns, are once again able to teach and learn. Since 1993, when violence rates began to fall, average reading scores in the school have risen two grade levels.

(2) Decreased School Violence in Ingham County (Lansing), Michigan

The Youth Violence Coalition, serving Ingham County and the city of Lansing, Michigan, worked with the Lansing and Stockbridge School Districts to implement the School/Community Violence Prevention Program (S/CVPP) in elementary, middle, and high schools. The program consists of a violence prevention and conflict resolution curriculum administered by elementary school teachers, a peer mediation program for middle and high school students, and parent involvement/student assistance. The S/CVPP is beginning to show positive results. One middle school in particular has exceeded the Coalition's expectations. Nearly 50 percent of the students in this school have participated in peer mediation. Since the implementation of the peer mediation program, students in the middle school report a significant decrease in the number of fights and conflicts, fewer suspensions, and increased feelings of safety in the school. Overall, suspensions for incidents of fighting have decreased 10 percent between 1994 and 1995.

(3) Decreased Juvenile Crime in Port Angeles, Washington

The community of Port Angeles, Washington, was faced with the problem of juvenile crime on the local waterfront and surrounding tourist areas. In assessing the problem, the community found that the teens were loitering in these areas without supervision, resulting in rising drug and gang activity. In addition to the clear delinquency problems, businesses and the local tourism industry also were suffering because of the increased juvenile crime.

The Police Department and residents collaborated with the Clallam County YMCA to provide alternative activities for youth who were loitering in the waterfront area. The resulting Port Angeles Teen Help (PATH) Program provides area youth a healthy alternative setting and focuses on providing positive relationships with adults. The PATH Program consists of five components:

- Drop-In Teen Scene—a drop-in teen recreational center, which provides after-school and weekend recreational activities for an average of 40 youth on weekdays and 60 on weekends.

- Choice Alternative School Connection—an alternative physical education program at the YMCA offered during school hours to keep dropouts and truants engaged in the learning process.

- Family Activities—weekend family activities and outings to foster positive familial relationships and promote social bonding between parents and their children.

- Saturday Teen Night—pro-social alternative activities and drop-in peer counseling at the teen center.

- Friday Night Recreation—open gym and late-night recreation with police and volunteer staff at the YMCA to promote relationships with positive adult role models.

During the first two years of the PATH Program, the Police Department noted a significant decrease in the number of complaints from community residents and tourists about teens loitering in the area. The following reductions in juvenile crime also have been observed:

- 65 percent decrease in weapons charges.
- 45 percent decrease in burglaries.
- 29 percent decrease in drug offenses.
- 27 percent decrease in assault charges.
- 18 percent decrease in larcenies.

The Port Angeles Chief of Police and the PATH Program Director point to the Program as the primary cause of the decrease in juvenile crime along the waterfront and report that the Community Prevention Grant was instrumental in motivating the community and service providers to regain control of an area, which in recent years, had suffered economically due to the increased delinquency and juvenile crime. Both the Chief of Police and the Program Director believe that the efforts of PATH have helped instill healthy beliefs and clear standards for behavior among program participants.

"Title V works! The Title V philosophy of risk-focused collaborative efforts certainly met the need for community solutions to community problems."

—A Juvenile Justice Specialist in California

A State Juvenile Justice Specialist from California eloquently summarized the beliefs of many of the Juvenile Justice Specialists and communities in saying, "Title V works! The Title V philosophy of risk-focused collaborative efforts certainly met the need for community solutions to community problems. Risk-focused delinquency prevention is the necessary proactive approach that has long been needed." The local success stories provided in this section demonstrate significant progress by the communities toward building healthier and safer communities. Building on the early information from the participating communities, in-depth evaluation of the program will provide even more conclusive evidence of the overall effectiveness of the Community Prevention Grants Program.

4. National Evaluation: Toward a Better Understanding of How Community Prevention Works

To better understand how the Community Prevention Grants Program works, OJJDP is designing a national evaluation. The national evaluation is intended to examine whether this comprehensive, locally-defined prevention model is

more effective in preventing juvenile delinquency than the more traditional, single-agency approach. Very broadly, the national evaluation will address the following questions:

- What is the impact of the Community Prevention Grants Program on risk factors, protective factors, and juvenile problem behaviors?

- What factors affect implementation of the Program model and are associated with positive program outcomes?

The national evaluation strategy is designed to provide a comprehensive understanding of how the community risk-focused prevention model works by examining program implementation at three "levels" of specificity. Level I will continue to provide a basic profile of Community Prevention Grant Program recipients. Through on-going monitoring of the participating States and Territories, Level I data will provide basic grant information about all subgrantees (e.g., number and amount of awards and participation in training and technical assistance). This information will provide a general understanding of the distribution of Program funds and activity across the country.

Level II is designed to provide more detailed information on program implementation (e.g., priority risk factors, target populations, and prevention activities undertaken) and begin to examine program outcomes and impacts. In Level II, the focus of the evaluation will be narrowed to all or most participating Community Prevention Grant communities in each of six selected States. Level II data will be drawn from the *Title V Community Self-Evaluation Workbook* and will include analysis of community-provided impact and outcome information as well as general implementation information.

Level III will examine in greater detail the underlying program theory through a more intensive study of program implementation and the factors that contribute to effective implementation and positive outcomes and impacts (e.g., planning processes, resource allocations, and service delivery). In Level III, the evaluation will "telescope in" on 12 participating communities, two from each of the selected States, providing comparative case studies of these 12 communities and furthering our understanding of community-based prevention through an intensive examination of the implementation processes, immediate program outcomes, and longer-term impacts.

In total, the three-tiered evaluation strategy will result in:

- An ongoing description and characterization of the Community Prevention Grantees in all participating States and Territories.

- An in-depth assessment of the extent to which community risk-focused prevention has been implemented in the communities, including an understanding of what community planning processes were undertaken, which risk factors were addressed, what interventions were carried out, what target populations were served, the magnitude and intensity of the services provided, as well as the impact of the Program on trends in indicators of risk as well as reductions in rates of juvenile problem behaviors.

- An increased understanding of the processes involved in effective implementation of the Community Prevention Grants Program model and a test of the theoretical causal links between the risk-focused prevention model and community-wide impacts.

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This chapter described local implementation of the Community Prevention Grants Program, early outcomes, and planned efforts for more intense evaluation of the Program. In the next chapter we discuss how the Federal and State governments have supported implementation of the Community Prevention Grants Program, leading to more systematic, coherent, coordinated responses to juvenile crime and delinquency.

III. State and Federal Support of Local Delinquency Prevention Plans

The Community Prevention Grants Program is shaping both State and Federal delinquency prevention programming, enabling agencies at these levels to better support effective and meaningful prevention programs at the local level through improved collaboration mechanisms and resources. This chapter describes the ways in which the Community Prevention Grants Program supports State and Federal agencies as delinquency prevention policymakers and program funders and the response of these agencies to risk-focused prevention planning approaches. It also describes the concentration of Federal effort in collaborative delinquency prevention planning and information sharing about risk-focused models to help shape prevention policies and programming.

1. State Agencies Respond to the Community Prevention Grants Program

The Community Prevention Grants Program provides State Advisory Groups and juvenile justice agencies with tools and opportunities to proactively encourage delinquency prevention and to re-make their prevention policies and programs to respond to local needs, support collaboration efforts, incorporate current research findings, and leverage local resources. States have responded to this Program in different ways. Many have embraced it, using it as a foundation for improving their prevention policies and adding resources to expand the impact of the Program. Other States have approached it as a self-contained Federal effort, adding little more to their Program than is required by the terms of the grant. Examining the ways that States have responded to the Program reveals both the potential effectiveness of the risk-focused prevention approach and its influence on statewide policies, telling us more about successful models for State and Federal partnerships in promoting grassroots, community-level changes in juvenile justice systems. The following sections describe the different levels of State commitment and response to the Community Prevention Grants Program model, as demonstrated by the current roles that States are playing in implementing it.

1.1 Improved Prevention Policy at the State Level

By examining the roles of State juvenile justice agencies in promoting the adoption of this delinquency prevention model and supporting implementation of locally-defined prevention plans, we can see evidence of the ways the Community Prevention Grants Program is changing how State and local policymakers think about delinquency prevention. With a locally-defined prevention model, it can be difficult to define the roles of the State Advisory Groups (SAGs) and State juvenile justice planning agencies (SPAs) in promoting the Community Prevention Grants Program. The roles given to these groups (SAGs and SPAs) by law are to:

- Apply to OJJDP for Community Prevention Grant funds.

- Award subgrants to units of general local government through a competitive process in accordance with the Program guidelines by:
  - SAG certifying that the applicant is in compliance with the core requirements of the JJDP Act
  - Verifying that the applicant has convened a Prevention Policy Board with broad community representation
  - Confirming that the applicant has conducted a risk assessment of the target community and submitted a three-year comprehensive, risk-focused delinquency prevention plan
  - Validating that the State or the applicant will provide a 50 percent match for subgrant funds received.
- Establish, at their option, additional guidelines for subgrant awards.

Although not required by law, State juvenile justice planning agencies also play a critical role in facilitating the training sessions in risk-focused prevention planning provided by OJJDP; they are expected to publicize the availability of the training and organize the sessions for local communities.

In addition to these required roles, many State agencies have made voluntary changes to their delinquency prevention planning and administration, policies, and program funding priorities to better enable local subgrantees to adopt the Program model. Respondents to the Community Prevention Grants Program Survey were asked whether the Program's emphasis on risk-focused delinquency prevention had influenced the way States approach delinquency prevention. All but 14 of the 46 States responding said that the Program had improved State functions, resulting in increased support for prevention. (Three of those 14 respondents said that their States had an effective focus on prevention that pre-dated the Program.)

The influence of the Community Prevention Grants Program on State-level delinquency prevention **planning and administration** can be seen in the adoption of risk-focused planning into other programs at the State level. Seventeen percent of respondents (8 States) said that their State had integrated risk-focused prevention planning into their State-level prevention strategies using the approach provided by the Community Prevention Grants Program model. Pennsylvania has done as much as any State—and more—to use the training and risk-focused planning approach provided by the Program to reconstitute its statewide approach to delinquency. The Pennsylvania Commission on Crime and Delinquency (PCCD) has committed to providing training to local communities three times per year and to covering the cost of attendees until the need for training is met. PCCD has made an independent contract with OJJDP's national training provider to train eight Pennsylvanians to provide further training in risk- and protective-factor assessment and planning. PCCD has also formed a Task Force for the promotion of risk-focused community planning among State agencies, including the Departments of Public Welfare, Education, and Health; the Juvenile Court Judges Commission; and the County Commissioners Association. Together, these agencies support the expanded use of risk-focused planning processes in their respective areas of responsibility.

Not only have some States made risk-focused delinquency planning their standard for prevention programming, they have also incorporated features of the Community Prevention Grants Program administrative procedures into their statewide prevention efforts.

Not only have some States made risk-focused planning their standard for prevention programming, they have also incorporated features of the Community Prevention Grants Program's administrative procedures into their statewide prevention efforts. In Texas, according to the State Juvenile Justice Specialist, "the Criminal Justice Division has begun requiring a community plan to be attached to all grant applications regardless of their funding source. The plan is very much like the three-year plan required by Title V Guidelines." Other States have made use of the local Prevention Policy Boards a requisite for participation in other program funding distributed by the SAG.

More than a quarter of the Juvenile Justice Specialists responding (13 States) said that their State had changed its prevention **policies** since the introduction of the Program by increasing the emphasis on prevention relative to intervention and control of delinquent youth. A Juvenile Justice Specialist for the State of Kansas says, "the State is currently considering a reform bill that recognizes the importance of prevention. The [bill] might not have emphasized prevention without the [Community Prevention Grants] programming." In Guam, the Department of Youth Affairs reports, "the Program has changed the Agency's perspective and approach in addressing youth problems and needs. With the risk-focused prevention model we are now focusing our prevention efforts within each of Guam's villages through a [local] action team." In the past, the Agency had employed an island-wide approach to juvenile delinquency that emphasized risk and control, rather than protection and prevention.

The influence of the Community Prevention Grants Program also can be seen in changes in State **funding** for prevention programming. Nearly one-third of State juvenile justice planning agencies responding to the survey have chosen to supplement the grant funds they received from OJJDP for locally-defined, research-based delinquency prevention programs to expand the impact of risk-focused prevention. These States also reflect the influence of the Program in their funding priorities beyond the boundaries of the Federal grant funds.

Juvenile Justice Specialists responding to the survey supplied information about the amount and source of funds their States added to the Community Prevention Grants Program. Fifteen States supplemented the Program funds available to local communities, with additional funding totaling over $3.4 million in fiscal year 1996. Four of these States provided contributions from State general funds, accounting for $1.8 million of the total. Six States added part of their Federal formula grant (distributed by OJJDP as described in Title II of the JJDP Act) to supplement their local grants, totaling more than $1.3 million. The remaining additional funding ($300,000 in three States) came from Federal block grants and other programs. (Two States that added supplemental funds did not report the source or the amount.)

1.2 State-Level Support of Local Prevention Efforts

The Community Prevention Grants Program provides the tools for States to help implement effective and meaningful prevention programs at the local level. The Program provides State juvenile justice administrators with resources, models, and access to expertise that enhance their ability to collaborate with and support local communities as they design and implement their Community Prevention Grants programs. State-level activities in support of local prevention initiatives demonstrate both enhanced collaboration and its benefits to the local grantees. State-level support includes

providing additional training and technical assistance, fostering communication among subgrantees, and assisting them in monitoring their local progress through evaluation.

Capacity-Building through Additional Training and Technical Assistance

State agencies are given access to Federal-level training and technical assistance providers as part of the Community Prevention Grants Program. Local Prevention Policy Boards can request assistance from their State Juvenile Justice Specialist, who has the option of providing assistance at the State level or requesting assistance from OJJDP. This two-tier system makes the State juvenile justice planning agency the primary training and technical assistance provider, enabling the agency to further develop its own capacities to fill this role. At the same time, the needs of local communities can, if necessary, be met by the Federal provider.

The majority of State Juvenile Justice Specialists (38 out of 46) reported that they identify training and technical assistance resources or notify local grantees of their availability as part of their Community Prevention Grants Program activities. Further, 40 out of 46 survey respondents said that they provide technical assistance to grantees in support of implementation goals at the State and local level. A smaller number of respondents (29 out of 46) said that they provide training at the local level. Three States in the survey sample, for example, Michigan, Iowa, and Washington, indicated that they specifically earmark their own funding to make additional technical assistance available.

Fostering Communication and Sharing Implementation Experiences

Community representatives who attend the Community Prevention Grants Program training in risk- and protection-focused prevention often say that the opportunity to share their experiences with their counterparts from other towns is one of the most valuable aspects of the three-day sessions. The great majority of States support ongoing communication among subgrantees through statewide conferences or teleconferences, newsletters, Internet and electronic bulletin boards, or mail campaigns. All but 10 of the 46 States responding to the Community Prevention Grants Program Survey reported that they provide some mechanism for subgrantees to share information and implementation experiences.

The most common method for promoting communication among subgrantees is to coordinate some form of in-person meeting such as a conference, workshop, or training session (which is used by 32 out of 35 States providing some mechanism for information sharing). In Pennsylvania, for example, PCCD has contracted with the Center for Juvenile Justice Training and Research at Shippensburg University to provide on-going technical assistance and training. As part of this assistance, the Center supports a Prevention Grants Network among the subgrantees that meets periodically to discuss progress and issues related to the implementation of the programs in the participating counties. Michigan subgrantees benefit from a similar arrangement in which the Prevention Grants communities take turns hosting a quarterly meeting to discuss issues of common interest. The State covers the costs for Prevention Policy Board representatives to attend these two-day sessions and provides resource materials and technical assistance from knowledgeable facilitators. Attendees work in

small groups in order to give individual attention to the challenges faced by each community.

Other means of communication provided, and the number of States that indicated using them, include the following:

- Newsletters (8).
- Internet or electronic bulletin board system (6).
- Mail campaigns (4).
- Statewide video or teleconferences (2).

State Juvenile Justice Specialists have recognized the need for and value of these mechanisms and have independently created the systems listed above for sharing experiences and communicating successful implementation strategies.

Monitoring Progress

The Community Prevention Grants Program places a strong emphasis on the evaluation of local delinquency prevention programs, both to track outcomes and to provide local planners with data to better manage their activities. The majority of States responding to the survey (26) have chosen to require local evaluations of implementation processes and outcomes:

- 13 States require an evaluation of both process and outcomes.
- 9 States require only an evaluation of the implementation process.
- 4 States require only an outcome evaluation.

Two of the States that require local evaluations, Michigan and Pennsylvania, are providing additional funds to support these activities. Another four States require subgrantees to set aside a part of their grant funds for their evaluations. So far, only the State of Iowa has conducted an independent evaluation of programs statewide (described on page 45).

Although few States provide funding for local evaluation, many States provide in-kind assistance to support local efforts. Seventeen of the 46 survey respondents provide in-kind data collection and evaluation support to local subgrantees to better enable them to assess the processes and outcomes of their programs.

Another source of evaluation assistance available to local communities through OJJDP and their State juvenile justice agency is the *Title V Community Self-Evaluation Workbook*. The *Workbook*, provided by OJJDP, contains model self-administered evaluation instruments to assist Community Prevention Grant recipients in meeting their own local evaluation needs.

The *Self-Evaluation Workbook* is available either in a three-ring binder or electronic format and consists of easy-to-complete forms and step-by-step instructions that guide communities through evaluation activities in three key areas:

- Documenting community mobilization efforts, planning and decision-making processes, organizational structure, prevention plans, and resource allocations.
- Monitoring implementation of new programs and community-change projects.
- Tracking changes in community statistics that measure risk levels and adolescent problem behaviors.

The *Workbook* also provides information about how to analyze and use evaluation data to improve

program operation and services to youth. It provides a framework from which subgrantees can look critically at where they are in relation to their prevention goals and objectives and measure their progress from baseline assessments toward improvements in risk factors and community conditions.

"The Workbook is a FABULOUS resource!"
—A Juvenile Justice Specialist in Colorado

The *Workbook* has been widely distributed by OJJDP through the Juvenile Justice Clearinghouse as an important tool for program management and assessment. Every State Juvenile Justice Specialist received the *Workbook*, and copies are available for State training sessions. OJJDP has also provided training to Juvenile Justice Specialists in the use of the *Workbook* at Regional Juvenile Justice Coalition Meetings. The OJJDP national evaluation contractor provides these training workshops as part of their technical assistance to States on Community Prevention Grants Program evaluation. In addition to familiarizing the Specialists with the *Workbook* features, each workshop is tailored to address specific areas of evaluation interest or need. At the request of the Southern Coalition, for example, their workshop focused on how to translate evaluation findings and data into policy (i.e., how to take what the States learn from program evaluations and use that information to inform policy recommendations and decisions). OJJDP also provided a workshop on using the *Self-Evaluation Workbook* for grantees in two States to pilot the *Workbook* forms and procedures and to ensure their usefulness to local grantees.

The majority of States reported use or planned use of the *Self-Evaluation Workbook*. Four States require subgrantees to use some or all of the *Workbook*. In 13 additional States, at least half of all subgrantees use it voluntarily, and another 12 States reported that some of their local grantees use it. Another 12 States reported that they eventually plan to use the *Workbook*.

2. Concentration of Federal Effort to Prevent Delinquency

The Community Prevention Grants Program promotes collaboration among government agencies at the local level by requiring broad representation of stakeholders on the Prevention Policy Board and granting communities the flexibility to fund prevention efforts through any agency they deem appropriate, whether schools, parks, police department, health department, or private providers. Collaboration is essential to achieving community-level changes in norms and expectations because it promotes widespread communication of a consistent pro-social message.

The Office of Juvenile Justice and Delinquency Prevention reflects this emphasis on collaboration at the Federal level through its leadership and coordination of Federal delinquency prevention policy and initiatives. Collaboration at the Federal level is equally important to achieving nationwide improvements in prevention.

2.1 The Need for Concentration of Effort

Although OJJDP is the lead Federal Office in the effort to reduce youth crime and violence, other Federal agencies also have operated programs in this area. Each of these Federal agencies—including the Departments of Education, Health and Human Services, Housing and Urban Development, and Labor—focuses their policies and programs for youth on the aspects of prevention that are part of the Department's overall mission (e.g., the

Evaluation of Iowa's Community Prevention Grants Programs

The State of Iowa hired the School of Social Work at the University of Iowa to conduct an evaluation of the planning, program implementation, and early outcomes of 20 Community Prevention Grants Program subgrantees, which was completed in January 1997. Researchers conducted site visits, program observations, interviews with key informants, and focus groups with parents and youth to collect evaluation data. Using these methods, the researchers gathered qualitative information from each site about target populations, the risk and protective factors addressed, and program activities. They also collected quantitative data on the number of youth and parents participating in the programs; the race, age, and gender of the participants; and indicators of program outcomes, when available, such as changes in school attendance, academic grades, school discipline referrals, and juvenile crime rates.

The evaluation found that the 20 Iowa programs together served over 15,000 youth in 1994-95 and more than 25,000 youth in 1995-96. The program served an average of 1,400 participants in 1995-96, and the average age of youth served was 11.6 years old. The average program budget in both years was approximately $93,000. The most commonly used program activities were youth skills training (10 programs), mentoring (9), recreation (9), and after-school programs (8). According to interview data, the introduction of these programs has "generated significant enthusiasm and commitment among professionals and citizens in Iowa communities." One representative from a rural town said:

> Prevention funds received from the State have empowered people in our neighborhoods to do things they never thought they had the ability to do. Things like form neighborhood groups and associations . . . maybe even more importantly, funding has educated people in this town about the problems young people have growing up.

In interviews with 25 youth and 18 parents conducted in 8 counties, satisfaction with the prevention programs was high, and participants credited them with keeping many youth out of trouble. One parent said:

> I wish they would have had this program for my two older kids. My son has been helped a lot by some of the things he is doing and learning. I now see that these kind of prevention programs can keep a lot of kids from doing stupid [illegal] things in the community.

The evaluation of program outcomes was limited by the availability of data and researchers discovered few quantitative indicators. They were able to conclude, however, that many programs are producing positive changes in client attitudes and behaviors.

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Department of Housing and Urban Development aims to reduce delinquency and youth violence in public housing communities, the Department of Health and Human Services funds programs to prevent drug use among youth). The 1992 reauthorization of the Juvenile Justice and Delinquency Prevention (JJDP) Act underscored the importance of coordinating and streamlining Federal delinquency prevention policy and programs, finding that a lack of coordination had harmed Federal efforts. "[E]xisting Federal programs have not provided the direction, coordination, resources, and leadership required to meet the crisis in delinquency" (JJDP Act, 42 U.S.C. 5601). Section 204 of the Act gave the Administrator of OJJDP the responsibility to develop an overall policy for all Federal delinquency prevention programs and to review and coordinate delinquency prevention policies and programs with other Federal agencies.

This renewed emphasis on inter-agency collaboration for delinquency prevention accomplishes several important goals:

- Ensures that all Federal agencies stress the **balance** between preventing delinquency and providing a system of graduated sanctions to control violent juvenile offenders.
- **Reduces duplication** of Federal efforts and programs.
- Communicates a **consistent message** from the Federal level to State and local agencies.
- Fosters **collaboration** at both the Federal and local levels among agencies providing youth with a continuum of care from education, housing, and health care to law enforcement, treatment services, and corrections.

OJJDP is leading the concentration of Federal effort in delinquency prevention by sharing current information about youth through conferences and teleconferences, developing coordinated programs with other Federal agencies, and conducting joint planning efforts. These activities are described in the following sections.

2.2 OJJDP Conferences and Joint Teleconferences

In 1996, OJJDP collaborated with the Department of Education to present two satellite teleconferences on delinquency prevention issues of importance to both agencies. On May 29, 1996, OJJDP and the Department of Education's Safe and Drug Free Schools Program broadcast the "Conflict Resolution for Youth" national satellite teleconference, to inform participants about new conflict resolution education resources and promote the use of these strategies in schools, non-profit organizations, and juvenile justice settings. OJJDP broadcast the "Youth Out of the Education Mainstream" teleconference on October 30, 1996, which concerned effective programs developed as part of this joint Federal initiative to address truancy, school drop out, and reintegration of youth into the education mainstream.

On December 12-14, 1996, OJJDP conducted its national conference, "Juvenile Justice at the Crossroads," which was attended by delinquency prevention practitioners and policy makers from Federal agencies, State and local government, and the private sector. At this conference, OJJDP presented state-of-the-art methods and information on topics including assessing at-risk youth, preventing gang and gun violence, youth-oriented community policing, and innovative community prevention partnerships. OJJDP also provided attendees with a Resource Kit containing information about successful community-based prevention

models and comprehensive approaches such as mentoring, parenting skills, school-based initiatives, and family-focused prevention models.

2.3 OJJDP Joint Programs

OJJDP currently collaborates with other Federal offices, both within the Department of Justice and in other agencies, to offer prevention programs consistent with the aims of OJJDP and the mission of its Federal partners. In 1996, ten major inter-agency delinquency prevention programs resulted from collaborations among OJJDP and partners from nine other Federal agencies and offices outside the Department of Justice. All ten of these programs reflect and reinforce the Community Prevention Grants Program approach to prevention.[6] These programs are summarized in Exhibit III-1.

Through these collaborative programs and its own internal funding priorities, OJJDP has worked to establish a unified Federal policy for delinquency prevention, a policy promoting the following key principles:

- **Community control** of needs assessment and delinquency prevention planning.
- A risk-focused **research foundation** for prevention approaches.
- **A comprehensive** approach encompassing youth welfare and public safety services such as education, mental health, substance abuse treatment, recreation, law enforcement, and juvenile justice.

By sending this consistent message about the key principles of effective prevention programs, OJJDP is building a foundation of mutually-reinforcing initiatives at the local level that incorporate these principles.

These key principles are evident in joint Federal programs, as indicated in the right-hand columns of Exhibit III-1. Programs such as SafeFutures, Pulling America's Communities Together (PACT), and Operation Weed and Seed emulate and support the goals of the Community Prevention Grants Program in participating States and communities. SafeFutures is a demonstration program that emphasizes community-wide collaboration and planning to develop a comprehensive continuum of prevention services that address the needs of at-risk youth. It demonstrates the combined effect of OJJDP local initiatives including the Community Prevention Grants Program (which contributed $200,000 from fiscal year 1996 funding), mentoring, day treatment, aftercare, gang intervention, and mental health services, as well as the economic development resources of Empowerment Zones (HUD), to address the needs of at-risk and delinquent youth. SafeFutures requires the coordination of local agencies with nonprofits; religious, civic, and business groups; and residents to plan and coordinate programs creating a "continuum of care" to prevent and control juvenile delinquency.

Through PACT, the Departments of Education, Health and Human Services, Housing and Urban Development, Justice, and Labor foster and support the development of broad-based, fully coordinated local and statewide initiatives for public safety. With this support, communities build their own coalitions to plan solutions to local safety problems. Operation Weed and Seed uses a similar coordinated approach to remove the influence of drugs from

[6] In addition to these 10 selected programs, the Coordinating Council on Juvenile Justice and Delinquency Prevention lists in their *Juvenile Delinquency Development Statements: Fiscal Year 1995 Report on Federal Programs* 20 other delinquency prevention programs that were joint collaborations of Federal agencies, but did not significantly reflect the Community Prevention Grants Program approach.

EXHIBIT III-1
CONCENTRATION OF FEDERAL EFFORT IN DELINQUENCY PREVENTION PROGRAMS

Program Description	Cooperating Agencies	Local Control	Research-Based	Comprehensive
Communities in Schools—Training for localities to adopt a national school dropout prevention model using employment, mental health, drug prevention, entrepreneurship, and other resources with at-risk youth	DOJ (OJJDP) DOC	✔	✔	✔
Community Responses to Drug Abuse—Demonstration program in 10 sites to help communities develop their own effective strategies to reduce drug abuse	DOJ (BJA) DOJ (NIJ) NCPC	✔	✔	✔
Community Partnership Demonstration Grants—Five Weed and Seed sites using community-based delinquency and substance abuse prevention models developed by CSAP, empowering community coalitions to mobilize their own comprehensive approaches to prevention	HHS (CSAP) DOJ (NIJ)	✔	✔	✔
Empowerment Zones/Enterprise Communities—Applies principles of community mobilization and empowerment to local economic development and provides youth with prevention, youth leadership, and job training	HUD CNS PCPC	✔	✔	✔
National Funding Collaborative on Violence Prevention—Demonstration program in 12 sites, initiated by private foundations, using a community assessment model to develop collaborations for violence prevention	HUD DOJ (OJJDP) ED Private Foundations	✔	✔	✔
National Drug Prevention System—Unites Federal agencies to promote comprehensive community-based drug prevention for at-risk youth, dissemination of best practices, and evaluation	ONDCP ED HHS DOJ HUD DOL PCPC	✔	✔	✔
Pathways to Success—Demonstration of arts-based, out-of-school programs to teach skills and prevent delinquency among at-risk youth	DOJ (OJJDP) NEA	✔	✔	✔

EXHIBIT III-1 (CONTINUED)
CONCENTRATION OF FEDERAL EFFORT
IN DELINQUENCY PREVENTION PROGRAMS

Program Description	Cooperating Agencies	Local Control	Research-Based	Comprehensive
Pulling America's Communities Together (PACT)— Stimulates collaboration at the Federal and local level to promote new comprehensive, community-based approaches to address problems of violence in four sites	DOJ (OJJDP) ED HUD HHS DOL NCPC ONDCP	✔	✔	✔
SafeFutures—Enhances community partnerships among public, private, and non-profit agencies to address the needs of at-risk and delinquent youth	DOJ (OJJDP) HUD	✔	✔	✔
Weed and Seed—Multi-agency neighborhood strategy to suppress drug activity through community policing, to provide drug prevention and treatment, and to promote economic restoration	DOJ (NIJ) HUD CNS	✔	✔	✔

GLOSSARY

BJA—Bureau of Justice Assistance, Department of Justice
CNS—Corporation for National Service
CSAP—Center for Substance Abuse Prevention
DOC—Department of Commerce
DOJ—Department of Justice
DOL—Department of Labor
ED—Department of Education
HHS—Department of Health and Human Services
HUD—Department of Housing and Urban Development
NCPC—National Crime Prevention Council
NEA—National Endowment for the Arts
NIJ—National Institute for Justice, Department of Justice
OJJDP—Office of Juvenile Justice and Delinquency Prevention, Department of Justice
ONDCP—Office of National Drug Control Policy
PCPC—President's Crime Prevention Council

housing communities. Federal partners (DOJ, HUD, CNS) support enhanced law enforcement, community policing, drug treatment and prevention programs, and economic revitalization.

2.4 OJJDP Joint Planning

OJJDP is empowered by the JJDP Act to staff and support the main vehicle for joint planning of Federal delinquency prevention policy—the Coordinating Council on Juvenile Justice and Delinquency Prevention. Chaired by the Attorney General, with a membership of nine Federal agencies and nine juvenile justice practitioner members, the Coordinating Council promotes inter-agency cooperation to advance Federal prevention programs in line with the key principles defined by OJJDP. In 1996, the Coordinating Council published *Combating Violence and Delinquency: The National Juvenile Justice Action Plan*. The *Action Plan* establishes eight objectives for the Nation's juvenile justice systems, each of which is supported by Federal "action steps" and suggestions for State and local actions. These objectives are:

1. Provide immediate intervention and appropriate sanctions and treatment for delinquent juveniles.

2. Prosecute certain serious, violent, and chronic juvenile offenders in criminal court.

3. Reduce youth involvement with guns, drugs, and gangs.

4. Provide opportunities for children and youth.

5. Break the cycle of violence by addressing youth victimization, abuse, and neglect.

6. Strengthen and mobilize communities.

7. Support the development of innovative approaches to research and evaluation.

8. Implement an aggressive public outreach campaign on effective strategies to combat juvenile violence.

This joint planning initiative has helped to develop and implement a unified Federal delinquency prevention policy.

All Federal agencies that are members of the Coordinating Council have widely distributed the *Action Plan*. With it, the development of new initiatives and program coordination among members of the Coordinating Council have increased. For example, in response to the Council's discussions about the problems of learning disabilities among youth in the corrections system, the Department of Education has taken the lead to address the special educational needs of youth in custody. Also on the horizon for the Council is the development of a response to the impact of welfare reform on the juvenile justice system. Another measure of the commitment to the *Action Plan*, and the consensus building around its goals and objectives, is the fact that higher-level representatives (such as Assistant Secretaries) from member agencies are regularly attending the quarterly meetings. Their attendance indicates a high level of commitment to the Council and its objectives, which translates into more effective collaboration and, ultimately, more effective service delivery.

The influence of the *Action Plan* reaches beyond the membership of the Coordinating Council. The State of California passed the *Juvenile Crime Enforcement and Accountability Challenge Grant Program* in 1996 (Article 18.7 of the Welfare and Institutions Code) that mirrors and promotes the objectives of the *Action Plan*. The new law calls for the establishment of county-level, multi-agency coordinating councils for the assessment of the

continuum of delinquency prevention services and the development of a Local Action Plan to reduce delinquency. The joint development of the *Action Plan* has resulted in steady progress in establishing a unified Federal approach to prevention and collaborative programs for youth.

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IV. The Prevention Imperative

In this third year of the Community Prevention Grants Program, we have continued to see a significant demand at the local level for strategies and approaches for *preventing* juvenile crime and delinquency. While communities clearly need effective controls and sanctions to deal with the delinquency problem that already exists, at the same time, they want to find effective ways of preventing these problems from occurring in the future. Before the Title V Program was implemented in 1994, many local communities simply did not have the knowledge or resources to systematically implement a research-based delinquency prevention strategy. The Community Prevention Grants Program has provided communities with four essential ingredients to successfully put such a strategy in place: a theory-driven, research-based *framework*; the *tools* for building on that framework; *training and technical assistance* to use those tools efficiently and cost-effectively; and *local control* of the process. We have early and promising evidence that this systematic, community-driven prevention strategy is making a difference. Now we must capitalize on the commitment and momentum that have been seeded throughout the country by continuing to support and reinforce the prevention imperative.

We know that the prevention process takes time and requires a real commitment at all levels—from neighborhoods to cities and counties and from States to the Federal government. OJJDP has continuously gathered feedback and input about the Program from local communities and States, not only to document the successes achieved, but also to learn about the challenges they face and refinements they require in order to be successful in preventing and reducing juvenile delinquency. OJJDP is committed to working with the States and local communities to enhance the Community Prevention Grants Program so that its strategic framework is preserved (i.e., systematic, data-driven prevention planning), while barriers to implementation are overcome, policies and procedures are simplified, and program requirements are streamlined.

In response to State and local feedback, the Administration has proposed to reshape the existing Community Prevention Grants Program by framing it as a component of a larger youth violence legislative and funding proposal that incorporates early intervention. Given the broad and growing support across the Nation for initiatives that emphasize the prevention of crime and delinquency, while at the same time taking the necessary steps to control it, we urge the Congress to give full consideration to increased delinquency prevention and early intervention funding. This additional investment would increase the number of new community participants that would have the opportunity to establish targeted, local prevention and early intervention initiatives while continuing to sustain those jurisdictions that have begun to implement their initiatives. Not only will additional funding expand the depth and breadth of national

"In our community, there are eight prisons, so we see, on a daily basis, the costs of failing to prevent delinquency and the importance of effective prevention programs."
—A Program Coordinator in Colorado

delinquency prevention efforts, beginning to bring these efforts to scale, it also will help expand our understanding of "what works" in delinquency prevention through ongoing, systematic evaluation of the strategies communities are adopting to address their local juvenile crime and delinquency problems. This evaluation data will provide Congress, State and local governments, and local service providers with critical information needed to shape policy and program design and to ensure long-term national success in reducing unacceptably high levels of juvenile crime and delinquency.

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APPENDIX

RISK FACTORS FOR UNHEALTHY ADOLESCENT BEHAVIORS

The following is a summary of risk factors identified in longitudinal studies as predictors of adolescent health and behavior problems. The problem behaviors they predict are indicated in parentheses.

Community Risk Factors

Availability of drugs (substance abuse). The more easily available drugs and alcohol are in a community, the greater the risk that drug abuse will occur in that community (Gorsuch & Butler, 1976). Perceived availability of drugs in school is also associated with increased risk (Gottfredson, 1988).

Availability of firearms (delinquency, violence). Firearms, primarily handguns, are the leading mechanism of violent injury and death (Fingerhut, Kleinman, Godfrey, & Rosenberg, 1991). Easy availability of firearms may escalate an exchange of angry words and fists into an exchange of gunfire. Research has found that areas with greater availability of firearms experience higher rates of violent crime including homicide (Alexander, Massey, Gibbs, Altekruse, 1985; Kellerman, Rivara, Rushforth et al., in review; Wintenute, 1987).

Community laws and norms favorable toward drug use, firearms, and crime (substance abuse, delinquency, and violence). Community norms—the attitudes and policies a community holds in relation to drug use, violence, and crime—are communicated in a variety of ways: through laws and written policies, through informal social practices, through the media, and through the expectations that parents, teachers, and other members of the community have of young people. When laws, tax rates, and community standards are favorable toward substance abuse or crime, or even when they are just unclear, young people are at higher risk.

One example of a community law affecting drug use is the taxation of alcoholic beverages. Higher rates of taxation decrease the rate of alcohol use (Levy & Sheflin, 1985; Cook & Tauchen, 1982). Examples of local rules and norms that also are linked with rates of drug and alcohol use are policies and regulations in schools and workplaces.

Media portrayals of violence (violence). There is growing evidence that media violence can have an impact upon community acceptance and rates of violent or aggressive behavior. Several studies have documented both long- and short-term effects of media violence on aggressive behavior (Eron & Huesmann, 1987; National Research Council, 1993).

Transitions and mobility (substance abuse, delinquency, and school dropout). Even normal school transitions can predict increases in problem behaviors. When children move from elementary school to middle school or from middle school to high school, significant increases in the rate of drug use, school dropout, and anti-social behavior may occur (Gottfredson, 1988).

RISK FACTORS FOR ADOLESCENT HEALTH AND BEHAVIOR PROBLEMS

Risk Factor	Adolescent Problem Behaviors				
	Substance Abuse	Delinquency	Teenage Pregnancy	School Dropout	Violence
Community					
Availability of Drugs	✓				
Availability of Firearms		✓			✓
Community Laws and Norms Favorable Toward Drug Use, Firearms, and Crime	✓	✓			✓
Media Portrayals of Violence					✓
Transitions and Mobility	✓	✓		✓	
Low Neighborhood Attachment and Community Organization	✓	✓			✓
Extreme Economic Deprivation	✓	✓	✓	✓	✓
Family					
Family History of the Problem Behavior	✓	✓	✓	✓	
Family Management Problems	✓	✓	✓	✓	✓
Family Conflict	✓	✓	✓	✓	✓
Favorable Parental Attitudes and Involvement in the Problem Behavior	✓	✓			✓
School					
Early and Persistent Antisocial Behavior	✓	✓	✓	✓	✓
Academic Failure Beginning in Elementary School	✓	✓	✓	✓	✓
Lack of Commitment to School	✓	✓	✓	✓	
Individual/Peer					
Rebelliousness	✓	✓		✓	
Friends Who Engage in the Problem Behavior	✓	✓	✓	✓	✓
Favorable Attitudes Toward the Problem Behavior	✓	✓	✓	✓	
Early Initiation of the Problem Behavior	✓	✓	✓	✓	✓
Constitutional Factors	✓	✓			✓

Source: Catalano and Hawkins, Risk Focused Prevention. Using the Social Development Strategy. 1995. Seattle: Developmental Research and Programs, Inc.

Communities characterized by high rates of mobility appear to be at an increased risk of drug and crime problems. The more people in a community move, the greater is the risk of criminal behavior (Farrington, 1991). While some people find buffers against the negative effects of mobility by making connections in new communities, others are less likely to have the resources to deal with the effects of frequent moves and are more likely to have problems.

Low neighborhood attachment and community disorganization (substance abuse, delinquency, and violence). Higher rates of drug problems, crime, and delinquency and higher rates of adult crime and drug trafficking occur in communities or neighborhoods where people have little attachment to the community, where the rates of vandalism are high, and where surveillance of public places is low (Murray, 1983; Wilson & Hernstein, 1985).

Perhaps the most significant issue affecting community attachment is whether residents feel they can make a difference in their lives. If the key players in the neighborhood—such as merchants, teachers, police, and human and social services personnel—live outside the neighborhood, residents' sense of commitment will be less. Lower rates of voter participation and parental involvement in school also reflect attitudes about community attachment. Neighborhood disorganization makes it more difficult for schools, churches, and families to pass on pro-social values and norms (Herting & Guest, 1985; Sampson, 1986).

Extreme economic and social deprivation (substance abuse, delinquency, violence, teen pregnancy, and school dropout). Children who live in deteriorating neighborhoods characterized by extreme poverty, poor living conditions, and high unemployment are more likely to develop problems with delinquency, teen pregnancy, and school dropout or to engage in violence toward others during adolescence and adulthood (Bursik & Webb, 1982; Farrington et al., 1990). Children who live in these areas *and* have behavior or adjustment problems early in life are also more likely to have problems with drugs later on (Robins & Ratcliff, 1979).

Family Risk Factors

A family history of high-risk behavior (substance abuse, delinquency, teen pregnancy, and school dropout). If children are raised in a family with a history of addiction to alcohol or other drugs, their risk of having alcohol or other drug problems themselves increases (Goodwin, 1985). If children are born or raised in a family with a history of criminal activity, their risk for delinquency increases (Bohman, 1978). Similarly, children who are born to a teenage mother are more likely to be teen parents, and children of dropouts are more likely to drop out of school themselves (Slavin, 1990).

Family management problems (substance abuse, delinquency, violence, teen pregnancy, and school dropout). Poor family management practices are defined as a lack of clear expectations for behavior, failure of parents to supervise and monitor their children, and excessively severe, harsh, or inconsistent punishment. Children exposed to these poor family management practices are at higher risk of developing all of the health and behavior problems listed above (Patterson & Dishion, 1985; Farrington, 1991; Kandel & Andrews, 1987; Peterson et al., 1994; Thornberry, 1994).

Family conflict (substance abuse, delinquency, violence, teen pregnancy, and school dropout). Although children whose parents are divorced have higher rates of delinquency and substance abuse, it

appears that it is not the divorce itself that contributes to delinquent behavior. Rather, conflict between family members appears to be more important in predicting delinquency than family structure (Rutter & Giller, 1983). For example, domestic violence in a family increases the likelihood that young people will engage in violent behavior themselves (Loeber & Dishion, 1984). Children raised in an environment of conflict between family members appear to be at risk for all of these problems behaviors.

Parental attitudes and involvement in the problem behavior (substance abuse, delinquency, and violence). Parental attitudes and behavior toward drugs and crime influence the attitudes and behavior of their children (Brook et al., 1990; Kandel, Kessler, & Maguiles, 1987; Hansen, Graham, Shelton, Flay, & Johnson, 1987). Children of parents who excuse their children for breaking the law are more likely to develop problems with juvenile delinquency (Hawkins & Weis, 1985). Children whose parents engage in violent behavior inside or outside the home are at greater risk for exhibiting violent behavior.

In families where parents use illegal drugs, are heavy users of alcohol, or are tolerant of children's use, children are more likely to become drug abusers in adolescence. The risk is further increased if parents involve children in their own drug or alcohol-using behavior—for example, asking the child to light the parent's cigarette or get the parent a beer from the refrigerator (Ahmed, Bush, Davidson, & Iannotti, 1984).

School Risk Factors

Early and persistent antisocial behavior (substance abuse, delinquency, violence, teen pregnancy, and school dropout). Boys who are aggressive in grades K-3 or who have trouble controlling their impulses are at higher risk for substance abuse, delinquency, and violent behavior (Loeber, 1988; Lerner & Vicary, 1984; American Psychological Association, 1993). When a boy's aggressive behavior in the early grades is combined with isolation or withdrawal, there is an even greater risk of problems in adolescence. This also applies to aggressive behavior combined with hyperactivity (Kellam & Brown, 1982).

Academic failure beginning in late elementary school (substance abuse, delinquency, violence, teen pregnancy, and school dropout). Beginning in the late elementary grades, academic failure increases the risk of drug abuse, delinquency, violence, teen pregnancy, and school dropout. Children fail for many reasons, but it appears that the *experience* of failure itself, not necessarily ability, increases the risk of these problem behaviors (Jessor, 1976; Farrington, 1991).

Low commitment to school (substance abuse, delinquency, teen pregnancy, and school dropout). Lack of commitment to school means the child has ceased to see the role of student as a viable one. Young people who have lost this commitment to school are at higher risk for the problem behaviors listed above (Gottfredson, 1988; Johnston, 1991).

Individual/Peer Risk Factors

Rebelliousness (substance abuse, delinquency, and school dropout). Young people who feel they are not part of society or are not bound by rules, who don't believe in trying to be successful or responsible, or who take an actively rebellious stance toward society are at higher risk of drug abuse, delinquency, and school dropout (Jessor &

Jessor, 1977; Kandel, 1982; Bachman, Lloyd, & O'Malley, 1981).

Friends who engage in the problem behavior (substance abuse, delinquency, violence, teen pregnancy, and school dropout). Young people who associate with peers who engage in a problem behavior—delinquency, substance abuse, violent activity, sexual activity, or dropping out of school—are much more likely to engage in the same problem behavior (Barnes & Welte, 1986; Farrington, 1991; Cairns, Cairns, Neckerman, Gest, & Gairepy, 1988; Elliott et al., 1989).

This is one of the most consistent predictors that research has identified. Even when young people come from well-managed families and do not experience other risk factors, just spending time with friends who engage in problem behaviors greatly increases the risk of that problem developing.

Favorable attitudes toward the problem behavior (substance abuse, delinquency, teen pregnancy, and school dropout). During the elementary school years, children usually express anti-drug, anti-crime, and pro-social attitudes and have difficulty imagining why people use drugs, commit crimes, and drop out of school. However, in middle school, as others they know participate in such activities, their attitudes often shift toward greater acceptance of these behaviors. This acceptance places them at higher risk (Kandel et al., 1978; Huesmann & Eron, 1986).

Early initiation of the problem behavior (substance abuse, delinquency, violence, teen pregnancy, and school dropout). The earlier young people drop out of school, use drugs, commit crimes, and become sexually active, the greater the likelihood that they will have chronic problems with these behaviors later (Elliott et al., 1986). For example, research shows that young people who initiate drug use before the age of 15 are at twice the risk of having drug problems than those who wait until after the age of 19 (Robins & Przybeck, 1985).

Constitutional factors (substance abuse, delinquency, and violence). Constitutional factors are factors that may have a biological or physiological basis (Hawkins & Lam, 1987). These factors are often seen in young people with behaviors such as sensation-seeking, low harm-avoidance, and lack of impulse control. These factors appear to increase the risk of young people abusing drugs, engaging in delinquent behavior, and/or committing violent acts.

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